

Appendix A

Alternatives Considered and Dismissed

TABLE A-1

Alternatives Considered and Dismissed

Alternative Type/Location	Description	Reasons for Dismissal
Multi-level	6-lane mainline tunnel/6-lane C-D road and tunnel profile	High cost compared to At-grade or Double Deck alternatives; 5 percent slope on mainline when 3 percent is desirable
	Split-direction—8-lane mainline with cantilever	Impacts to National Historic Landmark; eliminates access at Hawley Road
Off-alignment	Down Clybourn Street	High right-of-way and displacement impacts
	Split using American Transmission Company power line right-of-way	Need to move power lines according to American Transmission Company; high right-of-way acquisition and displacement impacts
	Straighten I-94 between Hawley Road to 25 th Street	High right-of-way and displacement impacts
	Swing South into Menomonee Valley	High right-of-way and displacement impacts/right-of-way impacts to businesses
Segments	Following Hank Aaron State Trail	High right-of-way and displacement impacts
	At-grade between cemeteries, 6-lane full shoulder	Require graves relocation and land acquisition from National Historic Landmark; does not provide acceptable level of service
	At-grade between cemeteries, 8-lane full shoulder	Requires graves relocation and land acquisition from National Historic Landmark
	At-grade between cemeteries, 8-lane mainline/4-lane C-D road	Requires graves relocation and land acquisition from National Historic Landmark
	At-grade between cemeteries, 8-lane full shoulder through entire corridor	Requires graves relocation and land acquisition from National Historic Landmark
	6-Lane mainline—One-way frontage roads, 3-leg split diamond from 70 th Street to Hawley Road with roundabouts	Large intersection footprints, mainline capacity inadequate through cemetery, multiple residential relocations, less than desirable Hawley Road ramp radii
	68 th Street to Mitchell Boulevard with C-D road, Hawley Road partial cloverleaf (Parclo), 6-lane mainline	68 th /70 th and Hawley eastbound entrance has less than desirable ramp acceleration/deceleration distances, 6-lane mainline does not meet level of service requirements in purpose and need section, access not provided from west segment interchanges to US 41
	70 th Street to Mitchell Boulevard with C-D road, Hawley Road Parclo	Eliminates access to 68 th Street, substandard geometrics on Hawley Road eastbound entrance and exit ramps, C-D Road weave length of 300 feet is significantly less than desirable (1,600 feet) between Hawley Road eastbound entrance ramp and eastbound exit for US 41/Miller Park Way
	84 th Street to Mitchell Boulevard with C-D road, 6-lane mainline	Impact to Zoo Interchange improvements, C-D Road weave lengths are less than desirable between 68 th Street and Hawley Road (570 feet eastbound/585 feet westbound), less than desirable mainline traffic operations
	84 th Street to Mitchell Boulevard with C-D road (Option 2), 6-lane mainline	Impact to Zoo Interchange improvements, C-D Road weave lengths are less than desirable between 68 th Street and Hawley Road (570 feet eastbound/585 feet westbound), less than desirable mainline traffic operations
	6-lane arterial frontage road—70 th Street to Hawley Road, C-D road to 84 th Street	Impact to Zoo Interchange improvements, less than desirable mainline traffic operations, increased user delay for traffic getting on and off the local roads

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Alternative Type/Location	Description	Reasons for Dismissal
West Segment	4-lane mainline, 2-lane C-D road—Westbound Mitchell Boulevard access; Hawley Road Parclo	Residential displacements in southwest quadrant of Hawley Road interchange, commercial displacement with realignment of Hawley Road, powerline impacts
	4-lanes mainline, 2-lane C-D road—Westbound Mitchell Boulevard access; Hawley Road Parclo (2nd Option: Roundabout)	Residential displacements in southwest quadrant of Hawley Road interchange, commercial displacement with realignment of Hawley Road, powerline impacts
	4-lanes mainline, 1- to 2-lane C-D road	Impact to Zoo Interchange improvements, residential displacements in southwest quadrant of Hawley Road interchange, commercial displacement with realignment of Hawley Road
East Segment	¾-diamond interchange at 27 th Street, Westbound exit at 25 th Street; diamond interchange at 35 th Street; On-alignment	Westbound 400-foot/eastbound 365-foot weave between 35 th and 27 th Streets is less than desirable (1,600 feet)
	¾-diamond interchange at 27 th Street; Westbound exit at 25 th Street; No access to 35 th Street; On-alignment	Eliminates existing full access interchange at 35 th Street
	¾-diamond interchange at 27 th Street and loop at 35 th Street; Westbound exit at 25 th Street; On-alignment with braid between 35 th and 27 th streets	Westbound 500-foot/eastbound 900-foot weave distance between Stadium Interchange and 35 th Street is significantly less than desirable weave (2,000 feet), high residential displacements at 35 th Street due to loop ramp configuration (30+)
	Single-point urban interchange at 25 th Street; Diamond interchange at 35 th Street	100-foot weave distance between the Stadium Interchange and 35 th Street significantly less than desirable weave (2,000 feet), creates gap in St. Paul Avenue east of 27 th Street
	Single-point urban interchange at 25 th Street; ¾-diamond interchange at 35 th Street with Westbound exit loop	High residential displacements at 35 th Street due to loop ramp configuration (30+)
	Single-point urban interchange at 25 th Street; No access to 35 th Street; Off-alignment	Eliminates existing full access interchange at 35 th Street
	C-D road off-alignment 28 th Street ramp	1,500-foot eastbound weave between 27 th Street and the system interchange is significantly less than the desirable weave (2,000 feet), 240-foot ramp acceleration length for 28 th Street ramp is significantly less than minimum for 0 to 40 mph (360 feet)
	Saint Paul Avenue—Diamond-braided ramps	Eastbound 1,650-foot/westbound 1,450-foot weave distances are less than desirable (2,000 feet) to a system interchange, unpredictable interchange to for drivers
	Diamond at 27 th Street; 3/4-access with loop at 35 th Street Westbound entrance; two-way frontage road from the Stadium interchange to 27 th Street; Off-alignment	High residential displacements at 35 th Street due to loop ramp configuration (20+), two-way frontage road abuts a one-way ramp, increasing the potential for wrong-way drivers
	Split-diamond at 27 th Street/35 th Street; loop at 35 th Street westbound entrance; Off-alignment; one-way frontage road	Eliminates westbound access to 35 th Street, high residential displacements at 35 th Street due to loop ramp configuration (20+)
	Split-diamond at 27 th Street/35 th Street; two-way frontage road from Stadium Interchange to 27 th Street; Off-alignment	Eliminates access for westbound from 27 th Street and to 35 th Street

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Alternative Type/Location	Description	Reasons for Dismissal
Interchanges		
70th Street/ 68th Street	Split diamond, as-is (no braided ramps or C-D road)	1,000-foot weave distance between 68 th Street and Hawley Road less than desirable weave (2,000 feet), intersection can't handle traffic
	Re-aligned eastbound entrance ramp	1,000-foot weave distance between 68 th Street and Hawley Road less than desirable weave (2,000 feet), even shorter than existing weave distance, intersection can't handle traffic
	70 th Street diamond	Local road improvements required since 70 th Street is not a continuous through route north of the freeway cause residential impacts through the adjacent neighborhood; 68 th Street dead ends south side of freeway, lose direct access to 68 th Street
	70 th Street diverging diamond	Local road improvements required since 70 th Street is not a continuous through route north of the freeway cause residential impacts through the adjacent neighborhood, 68 th Street dead ends south side of freeway, lose direct access to 68 th Street
	Simple diamond at 70 th Street	Local road improvements required since 70 th Street is not a continuous through route north of the freeway cause residential impacts through the adjacent neighborhood, 68 th Street dead ends south side of freeway, lose direct access to 68 th Street
Hawley Road	Diamond interchange with roundabouts at ramp terminals	Capacity, challenging to accommodate vertical design
	Parclo West—6-lane I-94	High residential displacements, impacts to graves due to roadway width required for ramps
	Parclo west—8-lane 94 with C-D road	High residential displacements, impacts to graves
	Parclo east loops	Impacts to significant number of graves
Mitchell Boulevard	Diverging diamond interchange—Hawley Road realigned	High residential displacements, substandard eastbound ramp shoulder width and length
	Mitchell—Partial diamond interchange with eastbound exit and westbound entrance	FHWA policy calls for full interchanges, not partial; inadequate capacity on Yount Drive
	Remove lefts—maintains all access	3-level interchange required with increased visual impact, 400-foot weave distance to the Stadium Interchange less than the desirable weave (2,000 feet), impacts National Historic Landmark
Stadium Interchange	Windmill system interchange	100-foot weave distance between Stadium Interchange and 35 th Street significantly less than desirable (2,000 feet); right-of-way impacts, does not address the need for access to/from Miller Park
	Stadium 3-½ level	1,000-foot weave distance between the Stadium Interchange and Canal Street less than desirable (2,000 feet), Left-hand entrances on US 41/WIS 341, does not address need for access to/from Miller Park
	Stadium diverging diamond free flow	Substandard weaves between Stadium Interchange and adjacent interchanges
	¾-system interchange	Substandard weaves between Stadium Interchange and adjacent interchanges

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Alternative Type/Location	Description	Reasons for Dismissal
Stadium Interchange	Partial system interchange	400-foot weave distance between Stadium and Wisconsin Avenue interchanges less than desirable (2,000 feet), 300-foot weave distance between Stadium and 35 th Street interchanges less than desirable (2,000 feet)
	Partial system interchange, and move I-94 south to straighten alignment	Intersection configuration can't handle the traffic
	Event interchange and partial free-flow Stadium Interchange	Intersection configuration can't handle the traffic
	Echelon	Intersection configuration can't handle the traffic, does not allow access from Miller Park
	Event interchange embedded within (under) Stadium interchange	Intersection configuration can't handle the traffic
	Diamond at 44 th Street and intersections along US 41	Intersection configuration can't handle the traffic, providing adequate vertical clearances under all bridges is a challenge
	Diamond with westbound loop at 44 th Street for event access	Intersection configuration can't handle the traffic, providing adequate vertical clearances under all bridges is a challenge
	Parclo with Roundabout and event access at Yount Drive	Not enough capacity
	Stadium single-point urban interchange	Not enough capacity
	Stadium diverging diamond interchange	Left hand entrances, capacity
	Separate US 41 from interchange	Increased size of interchange footprint
	Lefts off US 41, all others right side	Left-hand exits, large footprint
	Lefts on/off US 41 for all left-turn movements	Left-hand exits/entrances
	Simple diamond with Mitchell Boulevard access	Miller Park event parking loading/unloading, signal on US 41/WIS 341 reduces level of service
	Roundabout interchange	Inconsistent with driver expectations, capacity
	Full system, all access to adjacent interchanges, at-grade I-94	Substandard shoulders, Substandard weaves between Stadium Interchange and adjacent interchanges
	Hybrid—System to Service Interchange	Higher right-of-way acquisitions than other alternatives
	Parclo with Mitchell Boulevard access	Less effective for Miller Park event parking loading/unloading
35th Street	35 th Street diverging diamond with 8-lane mainline	High right-of-way acquisition and construction limits extend north and south to accommodate
	Parclo in northeast quad and eastbound diamond interchange with 8 lanes	High residential displacements at 35 th Street due to loop ramp configuration (30+); desirable 1,600-foot weave between 35 th and 27 th Streets not provided, Vernon Avenue is not maintained as continuous route
	Westbound Parclo in northwest quad and eastbound diamond interchange with 8 lanes	High residential displacements at 35 th Street due to loop ramp configuration (30+); desirable 2,000-foot weave between the Stadium Interchange and 35 th Street not provided
	Diamond at 35 th Street	Desirable 1,600-foot weave between 35 th and 27 th Streets not provided

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Alternative Type/Location	Description	Reasons for Dismissal
25th Street/ 28th Street	25 th Street diamond interchange—Cul-de-sac at Saint Paul Avenue	St. Paul Avenue is not maintained as a continuous roadway
	25 th Street diamond interchange—Saint Paul Avenue Overpass	Raising St. Paul Avenue above freeway and ramps impacts access to businesses along St. Paul due to change in elevation, conflicts for westbound entrance ramp to cross St. Paul Avenue and 27 th Street due to grade change
	25 th Street single-point urban interchange off-alignment	St. Paul Avenue is not maintained as a continuous roadway, 1,000-foot weave east of 25 th Street is less than desirable (2,000 feet)
	25 th Street single-point urban interchange on-alignment	Westbound entrance and eastbound exit ramps conflict vertically with St. Paul Avenue so that St. Paul Avenue is not maintained as a continuous roadway
	Replace in-kind split diamond interchange with eastbound exit flyover	Westbound 600-foot/eastbound 400-foot weave to 35 th Street less than desirable weave (2,000 feet), less direct connectivity to 27 th Street than other alternatives
	26 th Street diamond interchange	Less direct connectivity to 27 th Street than other alternatives, vertical clearance conflicts between ramps and St. Paul Avenue
	27 th Street single-point urban interchange —Mainline off-alignment	600-foot weave to 35 th Street less than desirable weave (2,000 feet)
	Diamond interchange at 25 th Street, Saint Paul Avenue not continuous	High right-of-way acquisitions, power line impacts, eliminates St. Paul Avenue thru movement, not maintained as a continuous roadway
	Diamond interchange at 25 th Street; keeps Saint Paul Avenue continuous	High right-of-way, eastbound 800-foot weave east of 25 th Street less than desirable weave (2,000 feet)
	Split configuration	High right-of-way acquisitions, eliminates St. Paul Avenue through movement, not maintained as a continuous roadway
25th Street/ 28th Street	Split diamond interchange with access from 27 th Street to Canal Street	Poor intersection designs, 900-foot weave between 28 th and 35 th Streets less than desirable weave (1,600 feet)
	C-D road eastbound 35 th Street to 25 th Street	Does not address westbound substandard weaving
	Parclo at Wells Street	More right-of-way acquisition than other alternatives due to loop ramp configuration
	Northbound Parclo at Wisconsin Avenue/Southbound Parclo at Wells Street	More right-of-way acquisition and business relocations than other alternatives due to loop ramp configuration, northbound and southbound access not from the same roadway
	Diamond interchange with C-D roads on US 41	600-foot weave between Wisconsin Avenue and Stadium Interchange less than desirable weave (1,600 feet), residential property impacts
	Single-point urban interchange at Wisconsin Avenue—4 lanes US 41	200-foot weave between Wisconsin Avenue and Stadium Interchange less than desirable weave (2,000 feet), ramp conflicts with Wells Street
	Wisconsin Avenue diverging diamond interchange—4 lanes US 41	200-foot weave between Wisconsin Avenue and Stadium Interchange significantly less than desirable weave (2,000 feet)
Wisconsin Avenue/ Wells Street		

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Alternative Type/Location	Description	Reasons for Dismissal
Frederick Miller Way	Diverging diamond interchange at Canal Street/Fredrick Miller Way	700-foot weave distance between Canal Street and Stadium Interchange less than desirable weave (2,000 feet), lane configuration in conflict with existing reversible lane operations for Miller Park along Canal Street

Appendix B
Traffic Noise Impact and Accoustical Mitigation
Summary

APPENDIX B-1

Traffic Noise Impact Summary – West Segment – PREFERRED ALTERNATIVE At-grade alternative (half interchange at Hawley Road)

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N1	Residence (4)	67	64	61	3	-3	N
N2	Residence (7)	67	65	62	3	-2	N
N3	Residence (2)	67	65	62	3	-2	N
N4	Residence (4)	67	67	64	3	0	I
N5	Residence (6)	67	67	64	3	0	I
N6	Residence (2)	67	65	63	2	-2	N
N7	Residence (6)	67	65	62	3	-2	N
N8	Active Sports Area	67	63	61	2	-4	N
N9	Residence (6)	67	66	64	2	-1	I
N10	Residence (4)	67	67	65	2	0	I
N11	Residence (3)	67	67	65	2	0	I
FS-2	Residence (1)	67	66	64	2	-1	I
FS-4	Residence (9)	67	62	60	2	-5	N
N12	Residence (6)	67	67	65	2	0	I
N13	Residence (7)	67	67	72	-5	0	I
N14	Residence (1)	67	67	73	-6	0	I
N15	Residence (10)	67	62	62	0	-5	N
N16	Residence (15)	67	64	62	2	-3	N

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – West Segment – PREFERRED ALTERNATIVE At-grade alternative (half interchange at Hawley Road)

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N17	Residence (5)	67	64	65	-1	-3	N
N18	Residence (2)	67	58	57	1	-9	N
N19	Residence (3)	67	64	66	-2	-3	N
N20	Residence (2)	67	61	60	1	-6	N
N21	Residence (2)	67	65	65	0	-2	N
N22	Residence (3)	67	57	56	1	-10	N
N23	Residence (4)	67	69	67	2	2	I
N24	Residence (4)	67	65	59	6	-2	N
N25	Residence (3)	67	69	68	1	2	I
N26	Residence (2)	67	64	65	-1	-3	N
N27	Residence (2)	67	67	69	-2	0	I
N28	Residence (3)	67	69	70	-1	2	I
N29	Residence (4)	67	66	67	-1	-1	I
N30	Residence (1)	67	72	73	-1	5	I
N31	Residence (9)	67	68	69	-1	1	I
N32	Residence (3)	67	67	75	-8	0	I
N33	Residence (1)	67	67	69	-2	0	I
N34	Residence (1)	67	68	78	-10	1	I

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – West Segment – PREFERRED ALTERNATIVE At-grade alternative (half interchange at Hawley Road)

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N35	Residence (2)	67	67	72	-5	0	I
N36	Residence (5)	67	67	71	-4	0	I
N37	Residence (3)	67	67	67	0	0	I
N38	Residence (6)	67	66	67	-1	-1	I
FS-1	Residence (1)	67	68	69	-1	1	I
FS-3	Residence (1)	67	63	62	1	-4	N
N39	Residence (1)	67	70	74	-4	3	I
N40	Residence (5)	67	68	70	-2	1	I
N41	Residence (4)	67	64	65	-1	-3	N
N42	Residence (3)	67	65	68	-3	-2	N
N43	Residence (2)	67	63	64	-1	-4	N
N44	Residence (1)	67	63	63	0	-4	N
N45	Residence (5)	67	63	65	-2	-4	N
N46	Residence (1)	67	68	69	-1	1	I
N47	Residence (4)	67	65	64	1	-2	N
N48	Cemetery	67	64	65	-1	-3	N
N49	Cemetery	67	68	70	-2	1	I
N50	Cemetery	67	74	78	-4	7	I

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – West Segment – PREFERRED ALTERNATIVE At-grade alternative (half interchange at Hawley Road)

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
FS-6	Cemetery	67	67	70	-3	0	I
N51	Cemetery	67	71	74	-3	4	I
N52	Cemetery	67	65	65	0	-2	N
N53	Cemetery	67	62	63	-1	-5	N
N54	Cemetery	67	60	61	-1	-7	N
FS-5	Cemetery	67	68	68	0	1	I
N55	Residence (4)	67	63	62	1	-4	N
N56	Residence (1)	67	68	68	0	1	I
N57	Residence (7)	67	65	64	1	-2	N
N58	Residence (5)	67	71	71	0	4	I
FS-8	Residence (1)	67	62	59	3	-5	N
N59	Residence (6)	67	64	61	3	-3	N
FS-7	Residence (1)	67	71	70	1	4	I
N60	Residence (2)	67	71	70	1	4	I
N61	Residence (2)	67	70	68	2	3	I
N62	Residence (2)	67	68	66	2	1	I

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – West Segment – PREFERRED ALTERNATIVE At-grade alternative (half interchange at Hawley Road)

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N63	Residence (2)	67	66	64	2	-1	I
N64	Residence (3)	67	65	63	2	-2	N
N65	Residence (3)	67	63	62	1	-4	N
N66	Residence (4)	67	63	62	1	-4	N

Notes:

(*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source – HNTB July 2015

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – East Segment – PREFERRED ALTERNATIVE On-alignment Alternative

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N67	Residence (18)	67	63	60	3	-4	N
N68	Residence (1)	67	63	61	2	-4	N
FS-10	Residence (2)	67	71	69	2	4	I
N69	Residence (2)	67	74	71	3	7	I
N70	Residence (1)	67	73	70	3	6	I
N71	Residence (6)	67	61	60	1	-6	N
N72	Residence (6)	67	58	57	1	-9	N
N73	Residence (1)	67	67	65	2	0	I
N74	Residence (4)	67	63	62	1	-4	N
FS-9	Park	67	64	59	5	-3	N
N75	Residence (3)	67	61	60	1	-6	N
N76	Residence (3)	67	59	62	-3	-8	N
N77	Residence (4)	67	56	57	-1	-11	N
N78	Residence (5)	67	60	60	0	-7	N
FS-12	Residence (9)	67	55	58	-3	-12	N
N79	Residence (6)	67	53	50	3	-14	N
FS-11	Residence (4)	67	73	69	4	6	I
N80	Residence (6)	67	57	54	3	-10	N

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – East Segment – PREFERRED ALTERNATIVE On-alignment Alternative

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N81	Residence (8)	67	69	67	2	2	I
N82	Residence (5)	67	61	59	2	-6	N
N83	Residence (3)	67	69	68	1	2	I
N84	Residence (8)	67	64	63	1	-3	N
N85	Residence (1)	67	71	70	1	4	I
N86	Residence (3)	67	70	71	-1	3	I
N87	Residence (3)	67	65	65	0	-2	N
N88	Residence (1)	67	70	73	-3	3	I
N89	Residence (12)	67	60	61	-1	-7	N
N90	Residence (2)	67	70	70	0	3	I
N91	Residence (5)	67	67	69	-2	0	I
N92	Residence (10)	67	61	60	1	-6	N
N93	Merrill Park Apt. (6)	67	66	69	-3	-1	I
N94	Residence (5)	67	63	63	0	-4	N
N95	Residence (3)	67	68	69	-1	1	I
FS-13	Residence (5)	67	57	56	1	-10	N
FS-14	Residence (1)	67	74	73	1	7	I
N96	Residence (10)	67	68	67	1	1	I

APPENDIX B-1 (CONTINUED)

Traffic Noise Impact Summary – East Segment – PREFERRED ALTERNATIVE On-alignment Alternative

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N97	Residence (7)	67	60	58	2	-7	N
N98	Residence (3)	67	65	64	1	-2	N
N99	Residence (3)	67	74	75	-1	7	I
N100	Residence (3)	67	63	65	-2	-4	N
N101	Residence (14)	67	60	60	0	-7	N
N102	Residence (6)	67	64	64	0	-3	N
N103	Residence (5)	67	74	76	-2	7	I
N104	Residence (5)	67	63	62	1	-4	N
N105	Residence (3)	67	74	73	1	7	I
N106	Residence (2)	67	64	72	-8	-3	N
N107	Residence (2)	67	63	72	-9	-4	N
N108	Residence (8)	67	64	72	-8	-3	N
N109	Residence (12)	67	65	72	-7	-2	N
N110	Day Care Center (1)	67	68	63	5	1	I
N111	Restaurant (1)	67	60	63	-3	-7	N

Notes:

(*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source – HNTB July 2015

APPENDIX B-1 (Continued)

Traffic Noise Impact Summary – PREFERRED ALTERNATIVE Washington Street

Receptor Location (See Exhibit 3 34c)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N112	Residence (16)	67	67	65	2	0	I
N113	Residence (26)	67	66	64	2	-1	I
FS-16	Residence (3)	67	50	53	-3	-17	N
N114	Residence (3)	67	53	53	0	-14	N
FS-15	Residence (3)	67	52	48	4	-15	N
FS-17	Residence (4)	67	55	46	9	-12	N
N115	Residence (1)	67	63	61	2	-4	N
N116	Residence (8)	67	68	66	2	1	I
N117	Residence (8)	67	66	65	1	-1	I
N118	Residence (14)	67	67	66	1	0	I
N119	Residence (11)	67	67	66	1	0	I
N120	Residence (14)	67	67	65	2	0	I
N121	Residence (4)	67	44	41	3	-23	N
N122	Residence (4)	67	50	47	3	-17	N
N123	Residence (1)	67	56	54	2	-11	N

Notes:

(*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source – HNTB July 2015

APPENDIX B-2

Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N1	Residence (4)	67	63	61	2	-4	N
N2	Residence (7)	67	65 / 64	62	3 / 2	-2 / -3	N / N
N3	Residence (2)	67	66 / 65	62	4 / 3	-1 / -2	I / N
N4	Residence (4)	67	67 / 66	64	3 / 2	0 / -1	I / I
N5	Residence (6)	67	67 / 66	64	3 / 2	0 / -1	I / I
N6	Residence (2)	67	67 / 65	63	4 / 2	0 / -2	I / N
N7	Residence (6)	67	67 / 65	62	5 / 3	0 / -2	I / N
N8	Active Sports Area	67	64 / 63	61	3 / 2	-3 / -4	N / N
N9	Residence (6)	67	68 / 66	64	4 / 2	1 / -1	I / I
N10	Residence (4)	67	68 / 66	65	3 / 1	1 / -1	I / I
N11	Residence (3)	67	68 / 67	65	3 / 2	1 / 0	I / I
FS-2	Residence (1)	67	68 / 66	64	4 / 2	1 / -1	I / I
FS-4	Residence (9)	67	63 / 62	60	3 / 2	-4 / -5	N / N
N12	Residence (6)	67	70 / 66	65	5 / 1	3 / -1	I / I
N13	Residence (7)	67	72 / 67	72	0 / -5	5 / 0	I / I
N14	Residence (1)	67	72 / 67	73	-1 / -6	5 / 0	I / I
N15	Residence (10)	67	63 / 62	62	1 / 0	-4 / -5	N / N
N16	Residence (15)	67	65 / 64	62	3 / 2	-2 / -3	N / N

APPENDIX B-2 (CONTINUED)

Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N17	Residence (5)	67	67 / 64	65	2 / -1	0 / -3	I / N
N18	Residence (2)	67	59 / 58	57	2 / 1	-8 / -9	N / N
N19	Residence (3)	67	65 / 64	66	-1 / -2	-2 / -3	N / N
N20	Residence (2)	67	61	60	1	-6	N
N21	Residence (2)	67	64 / 65	65	-1 / 0	-3 / -2	N / N
N22	Residence (3)	67	58 / 57	56	2 / 1	-9 / -10	N / N
N23	Residence (4)	67	69	67	2	2	I
N24	Residence (4)	67	65	59	6	-2	N
N25	Residence (3)	67	70	68	2	3	I
N26	Residence (2)	67	64 / 65	65	-1 / 0	-3 / -2	N / N
N27	Residence (2)	67	68	69	-1	1	I
N28	Residence (3)	67	70	70	0	3	I
N29	Residence (4)	67	66	67	-1	-1	I
N30	Residence (1)	67	72	73	-1	5	I
N31	Residence (9)	67	68	69	-1	1	I
N32	Residence (3)	67	66	75	-9	-1	I
N33	Residence (1)	67	66	69	-3	-1	I
N34	Residence (1)	67	67	78	-11	0	I

APPENDIX B-2 (CONTINUED)
Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N35	Residence (2)	67	67	72	-5	0	I
N36	Residence (5)	67	66 / 67	71	-5 / -4	-1 / 0	I / I
N37	Residence (3)	67	66	67	-1	-1	I
N38	Residence (6)	67	66	67	-1	-1	I
FS-1	Residence (1)	67	69	69	0	2	I
FS-3	Residence (1)	67	63	62	1	-4	N
N39	Residence (1)	67	70 / 71	74	-4 / -3	3 / 4	I / I
N40	Residence (5)	67	68	70	-2	1	I
N41	Residence (4)	67	65	65	0	-2	N
N42	Residence (3)	67	67 / 65	68	-1 / -3	0 / -2	I / N
N43	Residence (2)	67	64 / 63	64	0 / -1	-3 / -4	N / N
N44	Residence (1)	67	63	63	0	-4	N
N45	Residence (5)	67	64 / 63	65	-1 / -2	-3 / -4	N / N
N46	Residence (1)	67	67 / 68	69	-2 / -1	0 / 1	I / I
N47	Residence (4)	67	65	64	1	-2	N
N48	Cemetery	67	64	65	-1	-3	N
N49	Cemetery	67	68	70	-2	1	I
N50	Cemetery	67	74	78	-4	7	I

APPENDIX B-2 (CONTINUED)
Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
FS-6	Cemetery	67	67	70	-3	0	I
N51	Cemetery	67	71	74	-3	4	I
N52	Cemetery	67	65	65	0	-2	N
N53	Cemetery	67	62	63	-1	-5	N
N54	Cemetery	67	60	61	-1	-7	N
FS-5	Cemetery	67	68	68	0	1	I
N55	Residence (4)	67	63	62	1	-4	N
N56	Residence (1)	67	67	68	-1	0	I
N57	Residence (7)	67	65	64	1	-2	N
N58	Residence (5)	67	70	71	-1	3	I
FS-8	Residence (1)	67	61	59	2	-6	N
N59	Residence (6)	67	63	61	2	-4	N
FS-7	Residence (1)	67	70	70	0	3	I
N60	Residence (2)	67	71	70	1	4	I
N61	Residence (2)	67	70	68	2	3	I
N62	Residence (2)	67	68	66	2	1	I

APPENDIX B-2 (CONTINUED)

Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Noise Level Criteria (NLC)	Sound Levels Leq (dBA)		Impact Evaluation		
			2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N63	Residence (2)	67	66	64	2	-1	I
N64	Residence (3)	67	65	63	2	-2	N
N65	Residence (3)	67	63	62	1	-4	N
N66	Residence (4)	67	62	62	0	-5	N

APPENDIX B-2 (CONTINUED)
Traffic Noise Impact Summary—East Segment (On-alignment) DRAFT EIS

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N67	Residence (18)	67	64	60	4	-3	N
N68	Residence (1)	67	64	61	3	-3	N
FS-10	Residence (2)	67	71	69	2	4	I
N69	Residence (2)	67	74	71	3	7	I
N70	Residence (1)	67	74	70	4	7	I
N71	Residence (6)	67	61	60	1	-6	N
N72	Residence (6)	67	58	57	1	-9	N
N73	Residence (1)	67	66	65	1	-1	I
N74	Residence (4)	67	62	62	0	-5	N
FS-9	Park	67	64	59	5	-3	N
N75	Residence (3)	67	61	60	1	-6	N
N76	Residence (3)	67	59	62	-3	-8	N
N77	Residence (4)	67	55	57	-2	-12	N
N78	Residence (5)	67	59	60	-1	-8	N
FS-12	Residence (9)	67	54	58	-4	-13	N
N79	Residence (6)	67	53	50	3	-14	N
FS-11	Residence (4)	67	73	69	4	6	I
N80	Residence (6)	67	57	54	3	-10	N

APPENDIX B-2 (CONTINUED)
Traffic Noise Impact Summary—East Segment (On-alignment) DRAFT EIS

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels		Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N81	Residence (8)	67	69	67	2	2	I
N82	Residence (5)	67	61	59	2	-6	N
N83	Residence (3)	67	69	68	1	2	I
N84	Residence (8)	67	65	63	2	-2	N
N85	Residence (1)	67	71	70	1	4	I
N86	Residence (3)	67	71	71	0	4	I
N87	Residence (3)	67	65	65	0	-2	N
N88	Residence (1)	67	71	73	-2	4	I
N89	Residence (12)	67	59	61	-2	-8	N
N90	Residence (2)	67	69	70	-1	2	I
N91	Residence (5)	67	64	69	-5	-3	N
N92	Residence (10)	67	57	60	-3	-10	N
N93	Merrill Park Apt. (6)	67	59	69	-10	-8	N
N94	Residence (5)	67	55	63	-8	-12	N
N95	Residence (3)	67	59	69	-10	-8	N
FS-13	Residence (5)	67	54	56	-2	-13	N
FS-14	Residence (1)	67	65	73	-8	-2	N
N96	Residence (10)	67	68	67	1	1	I

APPENDIX B-2 (CONTINUED)

Traffic Noise Impact Summary—East Segment (On-alignment) DRAFT EIS

Receptor Location (See Exhibit 3 34a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N97	Residence (7)	67	57	58	-1	-10	N
N98	Residence (3)	67	63	64	-1	-4	N
N99	Residence (3)	67	75	75	0	8	I
N100	Residence (3)	67	63	65	-2	-4	N
N101	Residence (14)	67	62	60	2	-5	N
N102	Residence (6)	67	64	64	0	-3	N
N103	Residence (5)	67	70	76	-6	3	I
N104	Residence (5)	67	63	62	1	-4	N
N105	Residence (3)	67	76	73	3	9	I
N106	Residence (2)	67	64	72	-8	-3	N
N107	Residence (2)	67	63	72	-9	-4	N
N108	Residence (8)	67	64	72	-8	-3	N
N109	Residence (12)	67	65	72	-7	-2	N
N110	Day Care Center (1)	67	68	63	5	1	I
N111	Restaurant (1)	67	60	63	-3	-7	N

Notes:

(*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source – HNTB July 2014

APPENDIX B-3

Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N1	Residence (4)	67	63 / 62	61	2 / 1	-4 / -5	N / N
N2	Residence (7)	67	65	62	3	-2	N
N3	Residence (2)	67	65	62	3	-2	N
N4	Residence (4)	67	66 / 67	64	2 / 3	-1 / 0	I / I
N5	Residence (6)	67	66	64	2	-1	I
N6	Residence (2)	67	66	63	3	-1	I
N7	Residence (6)	67	65	62	3	-2	N
N8	Active Sports Area	67	64	61	3	-3	N
N9	Residence (6)	67	64 / 65	64	0 / 1	-3 / -2	N / N
N10	Residence (4)	67	64 / 65	65	-1 / 0	-3 / -2	N / N
N11	Residence (3)	67	65 / 66	65	0 / 1	-2 / -1	N / I
FS-2	Residence (1)	67	66 / 67	64	2 / 3	-1 / 0	I / I
FS-4	Residence (9)	67	64	60	4	-3	N
N12	Residence (6)	67	68	65	3	1	I
N13	Residence (7)	67	70 / 73	72	-2 / 1	3 / 6	I / I
N14	Residence (1)	67	71 / 74	73	-2 / 1	4 / 7	I / I
N15	Residence (10)	67	65 / 67	62	3 / 5	-2 / 0	N / I
N16	Residence (15)	67	65 / 66	62	3 / 4	-2 / -1	N / I

APPENDIX B-3 (CONTINUED)

Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N17	Residence (5)	67	67 / 70	65	2 / 5	0 / 3	I / I
N18	Residence (2)	67	62 / 64	57	5 / 7	-5 / -3	N / N
N19	Residence (3)	67	67 / 70	66	1 / 4	0 / 3	I / I
N20	Residence (2)	67	65 / 68	60	5 / 8	-2 / 1	N / I
N21	Residence (2)	67	69 / 70	65	4 / 5	2 / 3	I / I
N22	Residence (3)	67	65 / 66	56	9 / 10	-2 / -1	N / I
N23	Residence (4)	67	67	67	0	0	I
N24	Residence (4)	67	63	59	4	-4	N
N25	Residence (3)	67	67	68	-1	0	I
N26	Residence (2)	67	63 / 62	65	-2 / -3	-4 / -5	N / N
N27	Residence (2)	67	65	69	-4	-2	N
N28	Residence (3)	67	67	70	-3	0	I
N29	Residence (4)	67	64	67	-3	-3	N
N30	Residence (1)	67	71	73	-2	4	I
N31	Residence (9)	67	66	69	-3	-1	I
N32	Residence (3)	67	63 / 62	75	-12 / -13	-4 / -5	N / N
N33	Residence (1)	67	65 / 64	69	-4 / -5	-2 / -3	N / N

APPENDIX B-3 (CONTINUED)

Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N34	Residence (1)	67	62	78	-16	-5	N
N35	Residence (2)	67	66 / 65	72	-6 / -7	-1 / -2	I / N
N36	Residence (3)	67	63 / 62	71	-8 / -9	-4 / -5	N / N
N37	Residence (3)	67	65	67	-2	-2	N
N38	Residence (6)	67	63	67	-4	-4	N
FS-1	Residence (1)	67	63 / 61	69	-6 / -8	-4 / -6	N / N
FS-3	Residence (1)	67	63 / 62	62	1 / 0	-4 / -5	N / N
N39	Residence (1)	67	63	74	-11	-4	N
N40	Residence (5)	67	64 / 63	70	-6 / -7	-3 / -4	N / N
N41	Residence (4)	67	61 / 60	65	-4 / -5	-6 / -7	N / N
N42	Residence (3)	67	58	68	-10	-9	N
N43	Residence (2)	67	59	64	-5	-8	N
N44	Residence (1)	67	60	63	-3	-7	N
N45	Residence (5)	67	61	65	-4	-6	N
N46	Residence (1)	67	66	69	-3	-1	I
N47	Residence (4)	67	64 / 63	64	0 / -1	-3 / -4	N / N
N48	Cemetery	67	69 / 68	65	4 / 3	2 / 1	I / I
N49	Cemetery	67	70 / 69	70	0 / -1	3 / 2	I / I

APPENDIX B-3 (CONTINUED)

Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N50	Cemetery	67	76 / 75	78	-2 / -3	9 / 8	I / I
FS-6	Cemetery	67	70	70	0	3	I
N51	Cemetery	67	73 / 72	74	-1 / -2	6 / 5	I / I
N52	Cemetery	67	67 / 66	65	2 / 1	0 / -1	I / I
N53	Cemetery	67	65 / 64	63	2 / 1	-2 / -3	N / N
N54	Cemetery	67	64 / 63	61	3 / 2	-3 / -4	N / N
FS-5	Cemetery	67	70	68	2	3	I
N55	Residence (4)	67	65 / 64	62	3 / 2	-2 / -3	N / N
N56	Residence (1)	67	69 / 67	68	1 / -1	2 / 0	I / I
N57	Residence (7)	67	67 / 65	64	3 / 1	0 / -2	I / N
N58	Residence (5)	67	72 / 70	71	1 / -1	5 / 3	I / I
FS-8	Residence (1)	67	65 / 63	59	6 / 4	-2 / -4	N / N
N59	Residence (6)	67	67 / 64	61	6 / 3	0 / -3	I / N
FS-7	Residence (1)	67	72 / 70	70	2 / 0	5 / 3	I / I
N60	Residence (2)	67	72 / 71	70	2 / 1	5 / 4	I / I
N61	Residence (2)	67	72 / 69	68	4 / 1	5 / 2	I / I
N62	Residence (2)	67	70 / 68	66	4 / 2	3 / 1	I / I

APPENDIX B-3 (CONTINUED)

Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options DRAFT EIS

NOTE: Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N63	Residence (2)	67	69 / 67	64	5 / 3	2 / 0	I / I
N64	Residence (3)	67	67 / 65	63	4 / 2	0 / -2	I / N
N65	Residence (3)	67	66 / 64	62	4 / 2	-1 / -3	I / N
N66	Residence (4)	67	64 / 63	62	2 / 1	-3 / -4	N / N

APPENDIX B-3 (CONTINUED)
Traffic Noise Impact Summary—East Segment (Off-alignment) DRAFT EIS

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N67	Residence (18)	67	64	60	4	-3	N
N68	Residence (1)	67	64	61	3	-3	N
FS-10	Residence (2)	67	71	69	2	4	I
N69	Residence (2)	67	74	71	3	7	I
N70	Residence (1)	67	74	70	4	7	I
N71	Residence (6)	67	61	60	1	-6	N
N72	Residence (6)	67	58	57	1	-9	N
N73	Residence (1)	67	66	65	1	-1	I
N74	Residence (4)	67	62	62	0	-5	N
FS-9	Park	67	57	59	-2	-10	N
N75	Residence (3)	67	56	60	-4	-11	N
N76	Residence (3)	67	57	62	-5	-10	N
N77	Residence (4)	67	54	57	-3	-13	N
N78	Residence (5)	67	59	60	-1	-8	N
FS-12	Residence (9)	67	54	58	-4	-13	N
N79	Residence (6)	67	54	50	4	-13	N
FS-11	Residence (4)	67	68	69	-1	1	I
N80	Residence (6)	67	58	54	4	-9	N

APPENDIX B-3 (CONTINUED)
Traffic Noise Impact Summary—East Segment (Off-alignment) DRAFT EIS

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N81	Residence (8)	67	69	67	2	2	I
N82	Residence (5)	67	61	59	2	-6	N
N83	Residence (3)	67	66	68	-2	-1	I
N84	Residence (8)	67	62	63	-1	-5	N
N85	Residence (1)	67	66	70	-4	-1	I
N86	Residence (3)	67	67	71	-4	0	I
N87	Residence (3)	67	63	65	-2	-4	N
N88	Residence (1)	67	68	73	-5	1	I
N89	Residence (12)	67	60	61	-1	-7	N
N90	Residence (2)	67	67	70	-3	0	I
N91	Residence (5)	67	66	69	-3	-1	I
N92	Residence (10)	67	60	60	0	-7	N
N93	Merrill Park Apt. (6)	67	65	69	-4	-2	N
N94	Residence (5)	67	63	63	0	-4	N
N95	Residence (3)	67	67	69	-2	0	I
FS-13	Residence (5)	67	58	56	2	-9	N
FS-14	Residence (1)	67	72	73	-1	5	I
N96	Residence (10)	67	69	67	2	2	I

APPENDIX B-3 (CONTINUED)

Traffic Noise Impact Summary—East Segment (Off-alignment) DRAFT EIS

Receptor Location (See Exhibit 3 34b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N97	Residence (7)	67	60	58	2	-7	N
N98	Residence (3)	67	67	64	3	0	I
N99	Residence (3)	67	77	75	2	10	I
N100	Residence (3)	67	71	65	6	4	I
N101	Residence (14)	67	63	60	3	-4	N
N102	Residence (6)	67	68	64	4	1	I
N103	Residence (5)	67	75	76	-1	8	I
N104	Residence (5)	67	64	62	2	-3	N
N105	Residence (3)	67	69	73	-4	2	I
N106	Residence (2)	67	64	72	-8	-3	N
N107	Residence (2)	67	64	72	-8	-3	N
N108	Residence (8)	67	65	72	-7	-2	N
N109	Residence (12)	67	66	72	-6	-1	I
N110	Day Care Center (1)	67	68	63	5	1	I
N111	Restaurant (1)	67	63	63	0	-4	N

Notes:

(*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source—HNTB July 2014

APPENDIX B-4

Acoustical Mitigation—Noise Barrier Locations Analyzed—At-grade Alternative (No Hawley Road Interchange) with On-alignment Alternative DRAFT EIS

Barrier Number	Locations	2009 Existing Leq(1h) Noise Levels, dBA	Range of 2040 Future Leq(1h) Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
At grade alternative (no Hawley Road interchange) with On alignment alternative DRAFT EIS											
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	63-72	55-59	8-13	3,753	9-21	\$1,336,008	88	\$15,182	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	63-70	55-60	8-10	4,692	15-24	\$1,803,271	64	\$28,176	Y
3	North of I-94, between Hawley Road and General Mitchell Blvd.	65-78	68-74	60-64	8-10	1,415	15-18	\$408,272	3	\$136,091	N
4	South of I-94, between Hawley Road and General Mitchell Blvd.	67-74	65-71	57-61	8-10	1,478	18-21	\$488,173	2	\$244,087	N
5	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Story Parkway)	64-78	66-71	58-61	8-10	1,316	15-18	\$414,140	15	\$27,609	Y
6	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Mainline)	64-78	63-71	55-62	8-10	3,002	21-24	\$1,284,108	24	\$53,505	N
East Segment											
7	West of US 41, South of Bluemound Road	69-71	71-74	62-65	9	163	12	\$35,144	4	\$8,786	Y
8	East of US 41, South of Bluemound Road	65-70	66-74	61-66	6-8	798	6-24	\$166,950	0	N/A	N
9	North of I-94, between 35 th Street and Stadium Interchange	67-72	69-73	61-63	8-10	1,393	9-15	\$370,233	16	\$23,140	Y
10	North of I-94, between 27 th Street and 35 th Street	60-77	68-75	60-66	8-10	2,067	9-18	\$508,275	21	\$24,204	Y

^a Based on \$18.00 per square foot

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-5

Acoustical Mitigation Noise Barrier Locations Analyzed - At-grade Alternative (Half Interchange at Hawley Road) with On-alignment Alternative DRAFT EIS

Barrier Number	Locations	2009 Existing Leq(1h) Noise Levels, dBA	Range of 2040 Future Leq(1h) Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
At grade alternative (half interchange at Hawley Road) with On alignment alternative DRAFT EIS											
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	63-71	55-60	8-11	3,466	12-21	\$1,159,184	85	\$13,637	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	63-71	55-60	8-11	4,405	9-24	\$1,570,547	50	\$31,411	Y ^b
3	North of I-94,between Hawley Road and General Mitchell Blvd.	65-78	68-74	60-63	8-11	1,415	15-18	\$414,377	3	\$138,126	N
4	South of I-94, between Hawley Road and General Mitchell Blvd.	67-74	65-71	57-61	8-10	1,478	18-21	\$511,803	2	\$255,902	N
5	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Story Parkway)	64-78	66-71	58-61	8-10	1,316	15-18	\$414,140	15	\$27,609	Y
6	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Mainline)	64-78	63-71	55-62	8-10	3,002	21-24	\$1,284,108	24	\$53,505	N
East Segment											
7	West of US 41, South of Bluemound Road	69-71	71-74	62-65	9	163	12	\$35,144	4	\$8,786	Y
8	East of US 41, South of Bluemound Road	65-70	66-74	61-66	6-8	798	6-24	\$166,950	0	N/A	N
9	North of I-94, between 35 th Street and Stadium Interchange	67-72	69-73	61-63	8-10	1,393	9-15	\$370,233	16	\$23,140	Y
10	North of I-94, between 27 th Street and 35 th Street	60-77	68-75	60-66	8-9	2,067	9-18	\$508,275	21	\$24,204	Y

^a Based on \$18.00 per square foot^b Based on cost averaging of multiple barriers within the common noise environment for At-grade (Half interchange at Hawley Road) with On-alignment

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-6

Acoustical Mitigation—Noise Barrier Locations Analyzed – Double Deck Alternative (All Up Option) with Off-alignment Alternative DRAFT EIS

Barrier Number	Locations	2009 Existing Leq(1h) Noise Levels, dBA	Range of 2040 Future Leq(1h) Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
Double Deck alternative (all up option) with Off alignment alternative DRAFT EIS											
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	62-71	56-67	8-11	4,241	24	\$1,499,508	53	\$28,293	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	61-66	53-58	8-9	4,379	21	\$1,655,185	54	\$30,652	Y ^b
3	North of I-94, between Hawley Road and General Mitchell Blvd.	65-78	69-76	61-63	8-13	5,552	12-21	\$1,688,172	3	\$562,724	N
4	South of I-94, between Hawley Road and General Mitchell Blvd.	67-74	67-73	59-62	8-11	4,268	12-21	\$1,217,581	2	\$608,791	N
5	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Story Parkway)	64-78	64-72	59-64	8-12	1,483	15-24	\$563,688	28	\$20,132	Y
6	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Mainline)	64-78	64-72	62-69	5	3,500	24	\$1,512,090	0	N/A	N
East Segment											
7	West of US 41, South of Bluemound Road	69-71	71-74	62-65	9	163	12	\$35,144	4	\$8,786	Y
8	East of US 41, South of Bluemound Road	65-70	66-74	61-66	6-8	798	6-24	\$166,950	0	N/A	N
9	North of I-94, between 35 th Street and Stadium Interchange	67-72	54-69	54-67	8-9	703	21-24	\$276,516	12	\$23,043	Y
10	North of I-94, between 27 th Street and 35 th Street	60-77	58-77	54-68	8-12	2,576	9-24	\$844,920	28	\$30,176 ^b	Y ^b
11	North of I-94, between 16 th Street and 27 th Street	72-73	65-68	57-61	8-9	1,805	24	\$779,922	25	\$31,197 ^b	Y ^b

^a Based on \$18.00 per square foot

^b Based on cost averaging of multiple barriers within the common noise environment for Double Deck (all up) with Off-alignment

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-7

Acoustical Mitigation—Noise Barrier Locations Analyzed—Double Deck Alternative (Partially Down Option) with Off-alignment Alternative DRAFT EIS

Barrier Number	Locations	2009 Existing Leq(1h) Noise Levels, dBA	Range of 2040 Future Leq(1h) Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
Double Deck Alternative (partially down option) with Off alignment Alternative DRAFT EIS											
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	62-74	54-62	8-13	6,641	9-24	\$2,621,212	77	\$34,042	Y ^b
2	South of I-94, between 70 th Street and Hawley Road	61-78	59-66	51-57	8-10	7,417	6-21	\$1,983,278	69	\$28,743	Y
3	North of I-94, between Hawley Road and General Mitchell Blvd.	65-78	69-75	61-62	8-13	5,552	12-21	\$1,688,149	3	\$562,716	N
4	South of I-94, between Hawley Road and General Mitchell Blvd.	67-74	70-72	61-62	9-10	4,229	12-21	\$1,202,526	2	\$601,263	N
5	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Story Parkway)	64-78	67-71	59-62	8-9	1,316	18-21	\$479,320	15	\$31,955	Y ^b
6	North of I-94, between General Mitchell Blvd. and Yount Dr. (Along Mainline)	6478	64-72	62-69	4	3,500	24	\$1,512,090	0	N/A	N
East Segment											
7	West of US 41, South of Bluemound Road	69-71	71-74	62-65	9	163	12	\$35,144	4	\$8,786	Y
8	East of US 41, South of Bluemound Road	65-70	66-74	61-66	6-8	798	6-24	\$166,950	0	N/A	N
9	North of I-94, between 35 th Street and Stadium Interchange	67-72	54-69	54-67	8-9	703	21-24	\$276,516	12	\$23,043	Y
10	North of I-94, between 27 th Street and 35 th Street.	60-77	58-77	54-68	8-12	2,576	9-24	\$844,920	28	\$30,176 ^b	Y ^b
11	North of I-94, between 16 th Street and 27 th Street	72-73	65-68	57-61	8-9	1,805	24	\$779,922	25	\$31,197 ^b	Y ^b

^a Based on \$18.00 per square foot

^b Based on cost averaging of multiple barriers within the common noise environment for Double Deck (partially down) with Off-alignment

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-8

**Acoustical Mitigation—Noise Barrier Locations Analyzed—At-grade Alternative (No Hawley Road Interchange) with On-alignment Alternative
NO NOISE BARRIERS ON BRIDGES – DRAFT EIS**

Barrier Number	Locations	2009 Existing $L_{eq}(1h)$ Noise Levels, dBA	Range of 2040 Future $L_{eq}(1h)$ Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
At grade alternative (no Hawley Road interchange) with On alignment alternative					NO NOISE BARRIERS ON BRIDGES		DRAFT EIS				
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	64-72	56-61	8-12	3,542	9-24	\$1,335,874	47	\$28,423	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	64-70	56-60	8-10	4,284	24	\$1,850,965	24	\$77,124	N

^a Based on \$18.00 per square foot

Note: Table only shows the potential noise barriers that would need to be constructed partially on bridges, not all noise barriers for the alternative.

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-9

**Acoustical Mitigation—Noise Barrier Locations Analyzed —At-grade Alternative (Half Interchange at Hawley Road) with On-alignment Alternative
NO NOISE BARRIERS ON BRIDGES – DRAFT EIS**

Barrier Number	Locations	2009 Existing L _{eq} (1h) Noise Levels, dBA	Range of 2040 Future L _{eq} (1h) Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
At grade alternative (half interchange at Hawley Road) with On alignment alternative					NO NOISE BARRIERS ON BRIDGES		DRAFT EIS				
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	65-71	57-60	8-11	3,354	12-24	\$1,223,589	47	\$26,034	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	65-71	57-60	8-11	4,113	24	\$1,776,790	20	\$88,840	N

^a Based on \$18.00 per square foot

Note: Table only shows the potential noise barriers that would need to be constructed partially on bridges, not all noise barriers for the alternative.

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-10

**Acoustical Mitigation—Noise Barrier Locations Analyzed—Double Deck Alternative (All Up Option) with Off-alignment Alternative
NO NOISE BARRIERS ON BRIDGES – DRAFT EIS**

Barrier Number	Locations	2009 Existing L _{eq} (1h) Noise Levels, dBA	Range of 2040 Future L _{eq} (1h) Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
Double Deck alternative (all up option) with Off alignment alternative			NO NOISE BARRIERS ON BRIDGES		DRAFT EIS						
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	62-71	56-67	8-12	4,061	24	\$1,754,316	82	\$21,394	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	63-65	55-57	8	4,073	21	\$1,539,390	6	\$256,565	N
East Segment											
10	North of I-94, between 27 th Street and 35 th Street	60-77	58-77	53-69	8-14	2,159	24	\$932,364	28	\$33,299 ^b	Y ^b

^a Based on \$18.00 per square foot

^b Based on cost averaging of multiple barriers within the common noise environment for Double Deck (all up) with Off-alignment

Note: Table only shows the potential noise barriers that would need to be constructed partially on bridges, not all noise barriers for the alternative.

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

APPENDIX B-11

**Acoustical Mitigation—Noise Barrier Locations Analyzed—Double Deck Alternative (Partially Down Option) with Off-alignment Alternative
NO NOISE BARRIERS ON BRIDGES – DRAFT EIS**

Barrier Number	Locations	2009 Existing $L_{eq}(1h)$ Noise Levels, dBA	Range of 2040 Future $L_{eq}(1h)$ Noise Levels, dBA		Noise Reduction (dB)	Barrier Characteristics		Cost ^a	Number of Units Attenuated	Cost/ Unit	Feasible and Reasonable
			w/o Barrier	Barrier		Length (ft)	Height (ft)				
Double Deck alternative (partially down option) with Off alignment alternative NO NOISE BARRIERS ON BRIDGES DRAFT EIS											
West Segment											
1	North of I-94, between 70 th Street and Hawley Road	60-74	62-71	56-69	8-12	3,878	24	\$1,675,080	82	\$20,428	Y
2	South of I-94, between 70 th Street and Hawley Road	61-78	59-65	51-57	8	6,387	6-21	\$1,789,266	12	\$149,106	N
East Segment											
10	North of I-94, between 27 th Street and 35 th Street	60-77	58-77	53-69	8-14	2,159	24	\$932,364	28	\$33,299 ^b	Y ^b

^a Based on \$18.00 per square foot

^b Based on cost averaging of multiple barriers within the common noise environment for Double Deck (partially down) with Off-alignment

Note: Table only shows the potential noise barriers that would need to be constructed partially on bridges, not all noise barriers for the alternative.

NOTE: The range of noise levels presented in this table are related to the benefited receptors within the termini of the noise barrier.

Appendix C

Mobile Source Air Toxics

Mobile Source Air Toxics

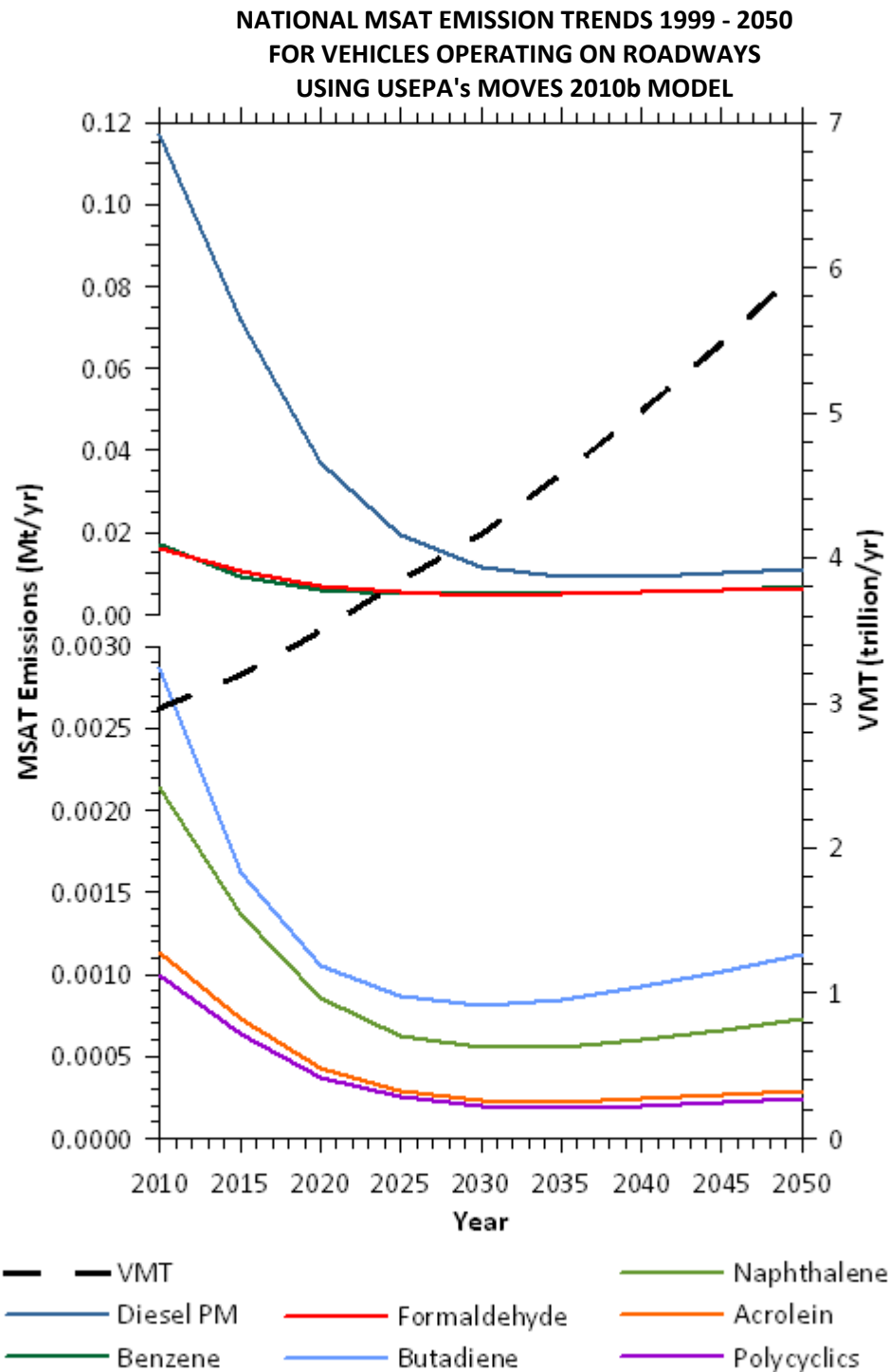
In December 2012, the Federal Highway Administration (FHWA) issued updated guidance for the analysis of mobile source air toxics (MSATs) in the National Environmental Policy Act (NEPA) process for highway projects (*Interim Guidance Update on Air Toxic Analysis in NEPA Documents*). The following language is taken from these guidance documents.

In addition to the criteria air pollutants for which there are the National Ambient Air Quality Standards, the U.S. Environmental Protection Agency (USEPA) also regulates air toxics. Most air toxics originate from human-made sources, including on-road mobile sources, non-road mobile sources (e.g., airplanes), area sources (e.g., dry cleaners), and stationary sources (e.g., factories or refineries).

Controlling air toxic emissions became a national priority with the passage of the Clean Air Act Amendments of 1990, whereby Congress mandated that USEPA regulate 188 air toxics, also known as hazardous air pollutants. USEPA has assessed this expansive list in its latest rule on the Control of Hazardous Air Pollutants from Mobile Sources (*Federal Register*, Vol. 72, No. 37, page 8430, February 26, 2007) and identified a group of 93 compounds emitted from mobile sources that are listed in their Integrated Risk Information System (IRIS) (<http://www.epa.gov/iris/>). In addition, USEPA identified seven compounds with significant contributions from mobile sources that are among the national and regional-scale cancer risk drivers from its 1999 National Air Toxics Assessment (<http://www.epa.gov/ttn/atw/nata1999/>). These are *acrolein, benzene, 1,3-butadiene, diesel particulate matter plus diesel exhaust organic gases (diesel PM), formaldehyde, naphthalene, and polycyclic organic matter*. While FHWA considers these the priority MSATs, the list is subject to change and may be adjusted in consideration of future USEPA rules. The 2007 USEPA rule previously mentioned requires controls that will dramatically decrease MSAT emissions through cleaner fuels and cleaner engines.

Based on an FHWA analysis using USEPA's MOVES2010b model, as shown in Figure C-1, even if vehicle-miles travelled (VMT) increases by 102 percent as assumed from 2010 to 2050, a combined reduction of 83 percent in the total annual emissions for the priority MSAT is projected for the same time period.

FIGURE C-1
MSAT Trends



Source: USEPA MOVES2010b model runs conducted during May - June 2012 by FHWA.

Note: Trends for specific locations may be different, depending on locally derived information representing vehicle-miles travelled, vehicle speeds, vehicle mix, fuels, emission control programs, meteorology, and other factors.

MSAT Research

Air toxics analysis is a continuing area of research. While much work has been done to assess the overall health risk of air toxics, many questions remain unanswered. In particular, the tools and techniques for assessing project-specific health outcomes as a result of lifetime MSAT exposure remain limited. These limitations impede the

ability to evaluate how potential public health risks posed by MSAT exposure should be factored into project-level decision making within the context of NEPA.

Nonetheless, air toxics concerns continue to be raised on highway projects during the NEPA process. Even as the science emerges, we are duly expected by the public and other agencies to address MSAT impacts in our environmental documents. FHWA, USEPA, the Health Effects Institute (HEI), and others have funded and conducted research studies to try to more clearly define potential risks from MSAT emissions associated with highway projects. FHWA will continue to monitor the developing research in this field.

Consideration of MSAT in NEPA Documents

The FHWA developed a tiered approach with three categories for analyzing MSAT in NEPA documents, depending on specific project circumstances:

1. No analysis for projects with no potential for meaningful MSAT effects
2. Qualitative analysis for projects with low potential MSAT effects
3. Quantitative analysis to differentiate alternatives for projects with higher potential MSAT effects.

For projects warranting MSAT analysis, the seven priority MSATs should be analyzed.

The proposed I-94 East-West Corridor Study project, with design-year average annual daily traffic (AADT) in excess of 150,000 vehicles per day, meets FHWA's criteria for a quantitative analysis. Therefore, a quantitative analysis of potential MSAT emissions for the seven priority MSATs was prepared for the existing condition (2008) and No-Build and Build Alternatives (2025 opening year and 2040 design year).

Quantitative MSAT Analysis

A quantitative analysis was completed to provide a basis for identifying and comparing the potential differences among MSAT emissions—if any—from the various alternatives.

Scope and Methodology

The quantitative MSAT analysis estimates the annual emissions of the seven priority MSATs as a function of VMT and MSAT emission rates developed by MOVES2010b. The simplest scope of analysis would be to only calculate emissions for roadway segments that would be constructed as part of the project. However, this methodology would not consider the influence of the proposed project on the surrounding areas. Therefore, it is more appropriate to define an Affected Transportation Network to better capture the MSAT emissions that would be generated as a result of the project. This network would include the proposed project plus other transportation links where traffic volumes are expected to change as a result of the project.

The Affected Transportation Network (MSAT Study Area) was based on the project-level traffic forecast area developed by the Southeastern Wisconsin Regional Planning Commission. According to FHWA, the typical accuracy threshold of travel-demand forecasting is plus or minus 5 percent AADT. Also, changes of plus or minus 5 percent AADT can affect changes of plus or minus 10 percent or more in emissions on congested roadways. Since the project-level traffic forecast network was established for the I-94 East-West study area, it was used in the MSAT analysis. The network, in addition to I-94, also included major arterials that intersected or crossed the study-area freeway system, along with parallel roads as far west as 92nd Street, as far east as 16th Street, and from Lincoln Avenue on the south to North Avenue on the north.

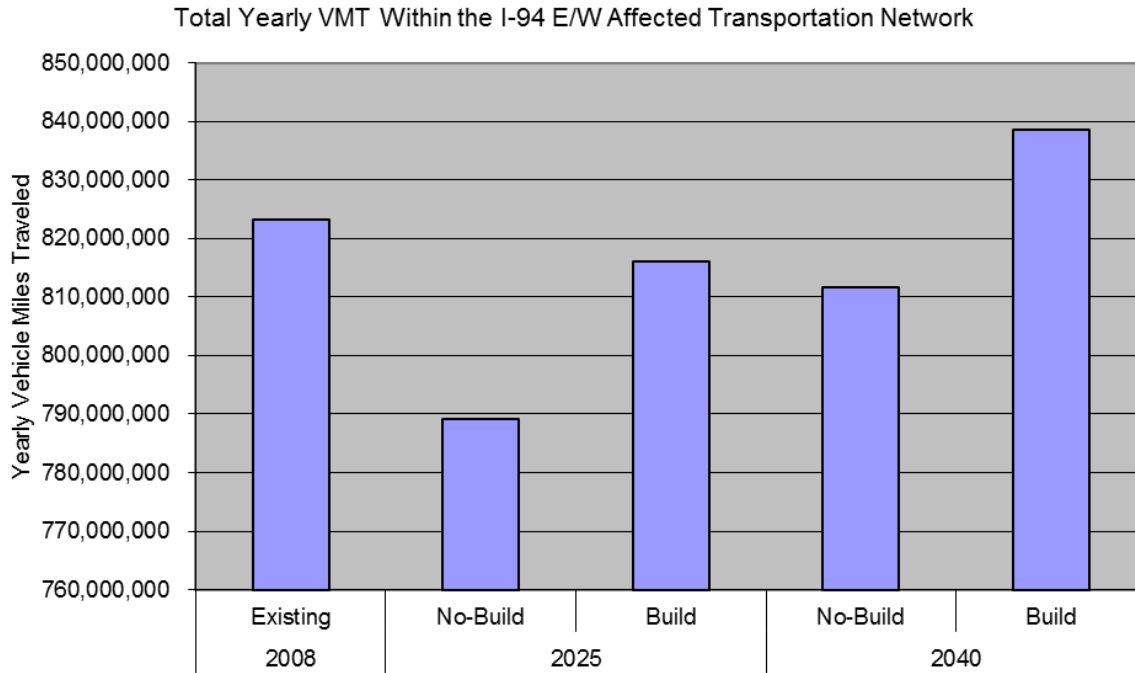
The MSAT analysis years included the base year (2008), first full opening year (2025), and design year (2040) for the No-Build Alternative and the Build Alternative. The MSAT emissions analysis was completed using the current version of USEPA's MOVES2010b.

MSAT Analysis Results

The amount of MSATs emitted in the region would be proportional to VMT. However, because of improvements in emissions technologies, total MSAT emissions will decline over time, even while VMT increases.

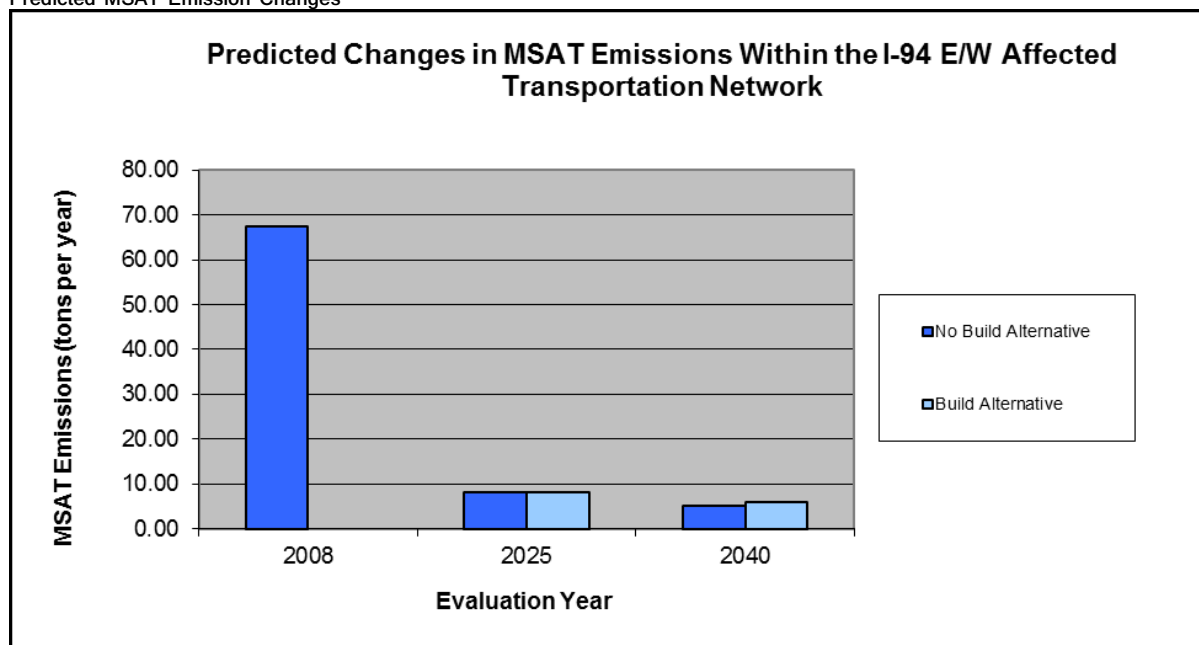
Within the Affected Transportation Network, VMT is expected to increase by 1.9 percent between 2008 and 2040. The estimated VMT in 2040 with the Build Alternative would be 3.3 percent greater than the No-Build Alternative (Figure C-2). This additional VMT contributes to the Build Alternative having slightly higher MSAT emissions compared to the No-Build Alternative.

FIGURE C-2
Yearly VMT



Under the build alternative, MSAT emissions will be lower than present levels in the design year as a result of USEPA's national control programs. On a national basis, a combined reduction of 72 percent in the total annual emission rate for the priority MSAT is projected from 1999 to 2050. Local conditions may differ from these national projections in terms of fleet mix and turnover, VMT growth rates, and local control measures. However, the magnitude of the USEPA-projected reductions is so great (even after accounting for VMT growth) that MSAT emissions are lower in the future. As shown in Figure C-3, MSAT emissions in the Affected Transportation Network are predicted to decrease by 91 percent between 2008 and 2040, despite a 2 percent increase in VMT. Figure C-3 also indicates that the differences in MSAT emissions between the No-Build Alternative and Build Alternative is relatively small, varying by just 0.1 ton per year in 2025 and only 0.89 ton per year in 2040. The slightly greater MSAT emissions in 2040 associated with the Build Alternative compared to the No-Build Alternative are the result of a 3.3 percent increase in VMT.

FIGURE C-3
Predicted MSAT Emission Changes



As shown in Table C-1, the greatest reduction in MSAT emissions is expected for Diesel Particulate Matter (Diesel PM). Smaller reductions are anticipated for the remaining pollutants. Variations between the No-Build Alternative and Build Alternative are minor.

TABLE C-1
MSAT Analysis

	2008	2025		2040		Percent Change 2008 to 2040
	Existing	No Build	Build	No Build	Build	
Vehicle Miles Traveled (VMT)	823,162,864	789,066,773	816,136,252	811,694,485	838,521,402	1.9%
MSAT Pollutant	(Tons per Year)					
Acrolein	0.49	0.08	0.08	0.06	0.06	-87%
Benzene	7.00	1.71	1.72	1.76	2.13	-70%
1,3 Butadiene	1.04	0.25	0.25	0.26	0.27	-74%
Diesel PM	50.71	4.24	4.32	1.84	1.93	-96%
Formaldehyde	6.89	1.56	1.57	0.96	1.38	-80%
Naphthalene	0.87	0.18	0.18	0.15	0.16	-82%
Polycyclics	0.46	0.07	0.08	0.06	0.06	-86%
Totals	67.47	8.09	8.19	5.10	5.99	-91%

Note: Totals may not add correctly due to rounding

The additional travel lanes contemplated as part of the Build Alternative will have the effect of moving traffic closer to some homes and businesses; therefore, there may be localized areas where ambient concentrations of MSATs could be higher compared to the No-Build Alternative. Also, MSATs will be lower in other locations when traffic shifts away from them. However, as discussed below, the magnitude and the duration of these potential increases compared to the No-Build alternative cannot be reliably quantified due to the inherent deficiencies of current models.

In summary, MSAT emissions in 2040 are expected to be relatively similar under the Build Alternative relative to the No-Build Alternative. In comparing the Build Alternative to the No-Build Alternative, MSAT levels could be higher in some locations than others, but current tools and science are not adequate to reliably quantify them. However, on a regional basis, USEPA's vehicle and fuel regulations, coupled with fleet turnover, will over time cause substantial reductions that will cause region-wide MSAT levels to be significantly lower than today. As this analysis shows, despite VMT increases from 2008 to 2040, MSAT emissions are still anticipated to decline considerably over the same period. The proposed project would not interfere with the substantial emissions reductions forecasted in the project area due to the implementation of USEPA's regulations.

Incomplete or Unavailable Information for Project-Specific MSAT Health Impacts Analysis

In FHWA's view, information is incomplete or unavailable to credibly predict the project-specific health impacts due to changes in MSAT emissions associated with a proposed set of highway alternatives. The outcome of such an assessment, adverse or not, would be influenced more by the uncertainty introduced into the process through assumption and speculation rather than any genuine insight into the actual health impacts directly attributable to MSAT exposure associated with a proposed action.

USEPA is responsible for protecting the public health and welfare from any known or anticipated effect of an air pollutant. It is the lead authority for administering the Clean Air Act and its amendments and has specific statutory obligations with respect to hazardous air pollutants and MSAT. USEPA is in the continual process of assessing human health effects, exposures, and risks posed by air pollutants. It maintains the Integrated Risk Information System (IRIS), which is "a compilation of electronic reports on specific substances found in the environment and their potential to cause human health effects" (USEPA, <https://www.epa.gov/iris/>). Each report contains assessments of noncancerous and cancerous effects for individual compounds and quantitative estimates of risk levels from lifetime oral and inhalation exposures with uncertainty spanning perhaps an order of magnitude.

Other organizations are also active in the research and analyses of the human health effects of MSAT, including the HEI. Two HEI studies are summarized in Appendix D of FHWA's *Interim Guidance Update on Mobile Source Air Toxic Analysis in NEPA Documents*. Among the adverse health effects linked to MSAT compounds at high exposures are cancer in humans in occupational settings; cancer in animals; and irritation to the respiratory tract, including the exacerbation of asthma. Less obvious are the adverse human health effects of MSAT compounds at current environmental concentrations (HEI, <http://pubs.healtheffects.org/view.php?id=282>) or in the future as vehicle emissions substantially decrease (HEI, <http://pubs.healtheffects.org/view.php?id=306>).

The methodologies for forecasting health impacts include emissions modeling; dispersion modeling; exposure modeling; and then final determination of health impacts—each step in the process building on the model predictions obtained in the previous step. All are encumbered by technical shortcomings or uncertain science that prevents a more complete differentiation of the MSAT health impacts among a set of project alternatives. These difficulties are magnified for lifetime (i.e., 70-year) assessments, particularly because unsupportable assumptions would have to be made regarding changes in travel patterns and vehicle technology (which affects emissions rates) over that time frame, since such information is unavailable.

It is particularly difficult to reliably forecast 70-year lifetime MSAT concentrations and exposure near roadways; to determine the portion of time that people are actually exposed at a specific location; and to establish the extent attributable to a proposed action, especially given that some of the information needed is unavailable.

There are considerable uncertainties associated with the existing estimates of toxicity of the various MSAT, because of factors such as low-dose extrapolation and translation of occupational exposure data to the general population, a concern expressed by HEI (<http://pubs.healtheffects.org/view.php?id=282>). As a result, there is no national consensus on air dose-response values assumed to protect the public health and welfare for MSAT compounds, and in particular for diesel PM. USEPA (<http://www.epa.gov/risk/basicinformation.htm#g>) and the HEI (<http://pubs.healtheffects.org/getfile.php?u=395>) have not established a basis for quantitative risk assessment of diesel PM in ambient settings.

There is also the lack of a national consensus on an acceptable level of risk. The current context is the process used by USEPA as provided by the Clean Air Act to determine whether more stringent controls are required in order to provide an ample margin of safety to protect public health or to prevent an adverse environmental effect for industrial sources subject to the maximum achievable control technology standards, such as benzene emissions from refineries. The decision framework is a two-step process. The first step requires USEPA to determine a “safe” or “acceptable” level of risk due to emissions from a source, which is generally no greater than approximately 100 in a million. Additional factors are considered in the second step, the goal of which is to maximize the number of people with risks less than 1 in a million due to emissions from a source. The results of this statutory two-step process do not guarantee that cancer risks from exposure to air toxics are less than 1 in a million; in some cases, the residual risk determination could result in maximum individual cancer risks that are as high as approximately 100 in a million. In a June 2008 decision, the U.S. Court of Appeals for the District of Columbia Circuit upheld USEPA’s approach to addressing risk in its two-step decision framework. Information is incomplete or unavailable to establish that even the largest of highway projects would result in levels of risk greater than safe or acceptable.

Because of the limitations in the methodologies for forecasting health impacts described, any predicted difference in health impacts between alternatives is likely to be much smaller than the uncertainties associated with predicting the impacts. Consequently, the results of such assessments would not be useful to decision makers, who would need to weigh this information against project benefits, such as reducing traffic congestion, accident rates, and fatalities, plus improved access for emergency response, that are better suited for quantitative analysis.

In this appendix, FHWA and WisDOT have provided a quantitative analysis of MSAT emissions relative to the No-Build and Build Alternative. FHWA and WisDOT have acknowledged that the project may result in increased exposure to MSAT emissions in certain locations, although the concentrations and duration of exposures are uncertain, and because of this uncertainty, the health effects from these emissions cannot be reliably estimated.

Federal Agencies

D-1, USEPA, July 10, 2012
D-2, USEPA, October 1, 2012
D-3, USEPA, November 28, 2012
D-4, USEPA, June 24, 2013
D-5, USEPA, August 19, 2013
D-6, USEPA, July 14, 2014
D-7, U.S. Fish and Wildlife Service, July 26, 2012
D-8, U.S. Fish and Wildlife Service, April 17, 2012
D-9, Advisory Council on Historic Preservation, February 14, 2013
D-10, National Park Service, July 6, 2012
D-11, National Park Service, September 7, 2012
D-12, National Park Service, December 3, 2012
D-13, National Park Service, May 9, 2013
D-14, FHWA to National Park Service, May 23, 2013
D-15, FHWA to National Park Service, June 3, 2013
D-16, National Park Service, June 9 2013
D-17, National Park Service, May 1, 2014
D-18, WisDOT to National Park Service, May 21, 2014
D-19, National Park Service, July 14, 2014
D-20, Corps of Engineers, July 25, 2012
D-21, Corps of Engineers, September 28, 2012
D-22, Corps of Engineers, November 26, 2012
D-23, Corps of Engineers, June 25, 2013
D-24, Corps of Engineers, July 15, 2014
D-25, National Cemetery Administration, September 4, 2012
D-26, National Cemetery Administration, November 9, 2012
D-27, Department of Veterans Affairs, July 25, 2013
D-28, Department of Veterans Affairs, October 30, 2013
D-29, WisDOT to National Cemetery Administration, April 11, 2014
D-30, National Cemetery Administration, April 25, 2014
D-31, WisDOT to National Cemetery Administration, April 29, 2014
D-32, National Cemetery Administration, June 4, 2014
D-33, FHWA to National Cemetery Administration, September 26, 2014
D-34, National Cemetery Administration, October 15, 2014
D-35, FHWA, August 16, 2013
D-36, Forest County Potawatomi Community, September 27, 2012
D-37, Forest County Potawatomi Community, February 4, 2013
D-38, Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin, May 20 2013
D-39, Congresswoman Gwen Moore, District 4, Wisconsin, July 18, 2014
D-40, FHWA to Congresswoman Gwen Moore, September 19, 2014

Appendix D

Agency Coordination Prior to Draft EIS

State and Local Agencies

D-41, DNR, July 30, 2012
D-42, DOT, September 17, 2012
D-43, DNR, October 1, 2012
D-44, DNR, December 3, 2012
D-45, DNR, July 1, 2013
D-46, DNR, July 17, 2014
D-47, Wisconsin Historical Society, May 14, 2014
D-48, SEWRPC, July 3, 2012
D-49, SEWRPC, December 3, 2012
D-50, SEWRPC, July 12, 2013
D-51, Milwaukee County, July 26, 2013
D-52, Milwaukee County Board, Undated
D-53, City of Milwaukee, July 25, 2012
D-54, City of Milwaukee, October 1, 2012
D-55, City of Milwaukee, December 4, 2012
D-56, City of Milwaukee, March 1, 2013
D-57, City of Milwaukee, Undated
D-58, WisDOT to City of Milwaukee, May 13, 2013
D-59, City of Milwaukee, April 10, 2013
D-60, City of Milwaukee, May 21, 2013
D-61, WisDOT to City of Milwaukee, June 11, 2013
D-62, City of Milwaukee, July 15, 2013
D-63, City of Milwaukee, August 29, 2013
D-64, City of Milwaukee, September 25, 2013
D-65, WisDOT to City of Milwaukee, October 24, 2013
D-66, City of Milwaukee, May 22, 2014
D-67 City of West Allis, July 2, 2012
D-68, City of West Allis, August 21, 2012
D-69, City of West Allis, January 14, 2013
D-70, WisDOT to City of West Allis, February 28, 2013
D-71, City of West Allis, May 24, 2013
D-72, City of West Allis, June 6, 2013
D-73, City of West Allis, June 6, 2013
D-74, City of West Allis, June 4, 2013
D-75, WisDOT to City of West Allis, June 18, 2013
D-76, City of West Allis, June 26, 2014
D-77, School District of West Milwaukee, September 6, 2012
D-78, Milwaukee Metropolitan Sewerage District, February 14, 2014



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

JUL 10 2012

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock
Federal Highway Administration – Wisconsin Division
525 Junction Road, Suite 8000
Madison, Wisconsin 53717-2157

Re: **Participating Agency Request for I-94 East-West Corridor, 70th Street to 25th Street,
Milwaukee County, Wisconsin**

Dear Ms. Bacher-Gresock:

The U.S. Environmental Protection Agency has received the July 2, 2012 letter in which the Federal Highway Administration (FHWA), in cooperation with the Wisconsin Department of Transportation (WisDOT), invited EPA to be a participating agency for the above-mentioned project.

FHWA and WisDOT will prepare an environmental impact statement (EIS) for transportation improvements on I-94 between 70th Street and 25th Street in the City of Milwaukee, Wisconsin. Proposed improvements will address growing local and regional traffic volumes and deteriorating roadway conditions, enhancing traffic flow and safety.

The purpose of this letter is to formally agree to be a participating agency for this project. As a participating agency, EPA agrees to provide project-related input on our area of expertise, which includes, but is not limited to, wetlands, stormwater management, water quality, environmental justice, and air quality. We agree to provide input on impact assessment and methodology, participate in coordination meetings, calls, and field visits, and provide comment on preliminary information developed for the EIS. Specifically, we look to provide information on purpose and need, alternatives considered, anticipated impacts, and mitigation. EPA retains its independent review and comment function under Section 309 of the Clean Air Act. During the formal EIS comment period, we will submit comments on this project, as we do for all Federal EISs.

We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Thank-you for providing us this opportunity. Should you have any questions,

please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or
poole.elizabeth@epa.gov.

3/23/01 JH

Sincerely,



Kenneth A. Westlake, Chief
NEPA Implementation Section
Office of Enforcement and Compliance Assurance

Cc: Jason Lynch, P.E., WisDOT Southeast Region
Jay Waldschmidt P.E., WisDOT Environmental Services Section



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5

77 WEST JACKSON BOULEVARD

CHICAGO, IL 60604-3590

OCT 01 2012

REPLY TO THE ATTENTION OF:

E-19J

Dobra Payant
Wisconsin Department of Transportation
Southeast Region
141 N.W. Barstow Street
Waukesha, Wisconsin 53203

Re: Draft Agency Coordination Plan and Impact Analysis Methodology for I-94 East-West Freeway (70th Street to 25th Street) Milwaukee County, Wisconsin

Dear Ms. Payant:

The United States Environmental Protection Agency has reviewed the draft Agency Coordination Plan (CP) and the draft Impact Analysis Methodology (IAM) for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508) and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) are developing alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94, US 41, and WIS 341/Miller Parkway. The following comments reflect our thoughts on the draft CP and IAM.

Draft Coordination Plan for Agency and Public Involvement

Given the proximity of the project area to Veterans Affairs facilities and several cemeteries, including the Wood National Cemetery (which is listed on the National Register of Historic Places and is a National Historic Landmark), EPA recommends additional information be provided regarding consultation with the Department of Veterans Affairs (VA) and the Wisconsin Historical Society (WHS). The draft CP mentions a call with VA, but does not discuss results of this communication. Based on Table 2.3, neither VA nor WHS agreed to be a participating agency. EPA encourages enhanced coordination to ensure these parties are actively engaged.

Draft Impact Analysis Methodology

Aquatic Resources

Based on the proposed project corridor, it appears that aquatic resources within the project area are considered to be Primary Environmental Corridors or Advanced Identification (ADID) Wetlands, which are generally considered unsuitable for the discharge of dredged and fill material. ADID wetlands are identified due to their importance in protecting the region's surface water quality, benefits to floodplains, and overall high environmental quality. FHWA and WisDOT should coordinate with the Wisconsin Department of Natural Resources (WDNR), the U.S. Army Corps of Engineers (USACE), and EPA on any ADID wetland issues, including potential impacts to ADID wetlands. Section 12 of the draft IAM should be updated to state that a detailed discussion of ADID wetland impacts will be included in the draft EIS. Further, EPA recommends that any proposed conceptual mitigation be sited within the urban watershed that will be impacted by this project. Recent ecosystem restoration projects along the Menomonee River, such as those being undertaken by USACE, provide an excellent opportunity for this type of mitigation (details below).

The proposed project is within the Milwaukee River Estuary, which is an EPA-designated Great Lakes Area of Concern (AOC). This includes the portion of the Menomonee River that bisects I-94 east of the US 41 interchange. The AOC is identified, in part, because of low dissolved oxygen levels, contaminated sediments, and degradation of fish and wildlife populations. Any work done in or near bodies of water has the potential to contribute to existing water quality concerns. Sections 12 and 13 of the IAM should be updated to include analyses of water resources based on the project area being within the Milwaukee River Estuary AOC.

In an email dated July 19, 2012, EPA supplied WisDOT and FHWA with a copy of the EPA scoping letter sent to USACE concerning the proposed ecosystem restoration project on the Menomonee River. Because this ecosystem restoration project is within the proposed I-94 project area, we recommend that both Sections 12 and 13 of the IAM include language committing to coordinate with USACE so that mitigation efforts for this project as well as the USACE's other restoration projects are not damaged or detrimentally affected during construction along I-94.

Air Conformity

EPA requests the raw annual average daily traffic (AADT) and diesel truck/bus traffic numbers be included in the final IAM. EPA points to question 13 of FHWA's Frequently Asked Questions (FAQ) on PM_{2.5} Project-Level Conformity and Hot-Spot Analyses, which state that a proposed project could have a diesel vehicle traffic rate under 8% but still be over the 10,000 vehicle threshold equivalent to 8% of an AADT of 125,000. Because the proposed project has a future AADT "higher than 125,000," the rate could still be under 8% but over 10,000. The

answer to question 13 of the FAQ notes that anything over the 8% equivalent (or 10,000 vehicles) should be considered "a project of air quality concern." The final IAM should include these numbers to clarify whether the project falls above these thresholds. If this is the case, EPA recommends a hot-spot analysis be included in the project specific methodology. Before making a determination, please consider agency consultation with the resource agencies, including EPA.

Environmental Justice

EPA notes the general and project specific methodologies as covering the range of potential impacts to communities living with environmental justice concerns. Based on EPA's data, we note that environmental justice concerns are more concentrated on the eastern side of US 41. We recommend census-tract level analysis, rather than considering environmental justice issues wholly spanning the length of the corridor. This ensures that environmental justice concerns are clearly assessed, where present, and that outreach and mitigation can be targeted where it will be most effective.

Cemetery/Burial Site Impact Methodology

EPA recommends that the methodology described in Section 9 of the IAM also include analyses of noise and aesthetic impacts from the proposed project to the adjacent cemeteries.

Thank you in advance for your consideration of our comments. We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing the final CP and IAM and all future NEPA documentation.

Sincerely,

Kathleen Kowal

for
Kenneth A. Westlake
Chief, NEPA Implementation Section
Office of Enforcement and Compliance Assurance

Enclosure: EPA letter to USACE, Menomonee River Ecosystem Restoration (Scoping)

cc: Bethaney Bacher-Gresock, Federal Highway Administration, Wisconsin Division
Anthony Jernigan, U.S. Army Corps of Engineers
Michael Thompson, Wisconsin Department of Natural Resources
Michael Stevens, Wisconsin Historical Society
Bill Jankowski, Department of Veterans Affairs
Carol Edmondson, National Park Service



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

NOV 28 2012

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock
Federal Highway Administration
Wisconsin Division
525 Junction Road
Suite 800
Madison, Wisconsin 53717

Re: Draft Purpose and Need Statement for I-94 East-West Freeway (70th Street to 25th Street) Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The United States Environmental Protection Agency has reviewed the draft Purpose and Need statement for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) are developing alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94, US 41, and WIS 341/Miller Parkway. EPA recommends several clarifying points on the draft Purpose and Need statement.

- Page 1-1 states: "Therefore, some reconstruction of I-94 east of 25th street may be required to match the proposed I-94 east-west improvements to the already completed Marquette Interchange." Currently, the draft purpose and need details 25th Street as the eastern terminus of the project area. EPA recommends the terminus be extended further east to incorporate needed additional reconstruction in order to match proposed improvements to the Marquette Interchange. EPA views any such reconstruction as a connected action to the proposed project.
- EPA recommends the document clarify whether the projects listed in section 1.1.3 are incorporated into the discussions and analysis of area conditions and level of service projections. For example, once implemented, will improvements to the Zoo Interchange

improve any crash rates, levels of service (existing or projected), or deficiencies in the project area? Specific to segments of US 41, do exhibits 1-14 through 1-17 and level of service projections take into account improvements to US 41 as a result of the proposed and future conversion project? ~~NO~~ ~~NO~~ ~~NO~~

- EPA recommends the document clarify whether the proposed project will strive for American Association of State Highway and Transportation Officials (AASHTO) or WisDOT design criteria in developing and ultimately selecting a preferred alternative. Both are used to compare existing conditions to minimum recommended design standards.
- EPA recommends the document clarify whether a threshold exists regarding bridge evaluation per the Structural Evaluation Appraisal Rating described on page 1-31 and whether such a threshold, if one exists, will be applied to the bridges in the project area. For example, should all bridges be at least above a six (or some other number) after reconstruction per AASHTO or WisDOT standards?

Thank you in advance for your consideration of our comments. We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing the final Purpose and Need statement and all future NEPA documentation.

Sincerely,



KOR Kenneth A. Westlake
Chief, NEPA Implementation Section
Office of Enforcement and Compliance Assurance

cc: Dobra Payant, Wisconsin Department of Transportation
Anthony Jernigan, U.S. Army Corps of Engineers
Michael Thompson, Wisconsin Department of Natural Resources
Michael Stevens, Wisconsin Historical Society
Bill Jankowski, Department of Veterans Affairs
Carol Edmondson, National Park Service



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

JUN 24 2013

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock
Federal Highway Administration
Wisconsin Division
525 Junction Road, Suite 800
Madison, Wisconsin 53717

Re: Draft Section 2, Alternatives Considered for I-94 East-West Freeway (70th Street to 25th Street), Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The United States Environmental Protection Agency has reviewed the draft Section 2, Alternatives Considered for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) have developed alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94 and WIS 341/Miller Parkway. EPA has reviewed the provided document. At this time, we have no comments or clarifications.

Thank you in advance. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing future NEPA documentation.

Sincerely,

A handwritten signature in black ink, appearing to read "Kenneth A. Westlake", is written over a horizontal line.

Kenneth A. Westlake
Chief, NEPA Implementation Section
Office of Enforcement and Compliance Assurance

From: Leslie, Michael [mailto:leslie.michael@epa.gov]

Sent: Monday, August 19, 2013 3:39 PM

To: Trainer, Patricia - DOT

Subject: RE: Fine Particulate Matter Hot-Spot Analysis Requirements for the proposed I-94 project

Sorry Pat, my response was in my outlook draft folder.

EPA provisionally concurs with WNDR/WisDOT's conclusion that the I-94 East-West Corridor Project would not be a Projects of Air Quality Concern (POAQC) for purposes of project level transportation conformity. This is based on the projected traffic data for implementing the project as presented in the I-94 PM2.5 Hot Spot White Paper. The White Paper is based on preliminary data from the NEPA process. The decision on whether or not a project is a POAQC must be based on the latest planning assumptions available at the time the analysis begins (40 CFR 93.110). Also, the design concept and scope of the project must be consistent with that included in the conforming transportation plan and transportation improvement program (TIP) or regional emissions analysis (40 CFR 93.114). This project should be tracked in the interagency consultation process as the NEPA process proceeds and a preferred alternative is chosen to ensure all conformity requirements are met. EPA commends WisDOT and WNDR for their efforts in developing a knowledge base on the PM2.5 hotspot requirements, and we look forward to working with the interagency consultation group on these issues.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

JUL 14 2014

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock
Federal Highway Administration
Wisconsin Division
525 Junction Road, Suite 800
Madison, Wisconsin 53717

Re: Revised Draft Section 2, Alternatives Considered for I-94 East-West Freeway (70th Street to 25th Street), Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The United States Environmental Protection Agency has reviewed the revised draft Section 2, Alternatives Considered for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) have developed alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94 and WIS 341/Miller Parkway. Since our last concurrence on this point, FHWA and WisDOT have removed the "all-down" double-deck alternative in the cemetery segment and re-added the on-alignment alternative for the east segment and the half interchange at Hawley Road in the west segment. Moving forward, the corridor is split into only two segments (East and West), rather than four.

EPA has reviewed the provided document and participated in a site visit and agency meeting in June. At this time, we have no comments or clarifications and therefore concur with the alternatives carried forward.

Thank you in advance. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing future NEPA documentation.

Sincerely,

A handwritten signature in black ink, appearing to read "Kenneth A. Westlake", written in a cursive style.

Kenneth A. Westlake

Chief, NEPA Implementation Section

Office of Enforcement and Compliance Assurance

cc: Dobra Payant, Wisconsin Department of Transportation
 Anthony Jernigan, U.S. Army Corps of Engineers
 Michael Thompson, Wisconsin Department of Natural Resources
 Michael Stevens, Wisconsin Historical Society
 Bill Jankowski, Department of Veterans Affairs
 Michele Curran, National Park Service



United States Department of the Interior

FISH AND WILDLIFE SERVICE

Green Bay ES Field Office
2661 Scott Tower Drive
New Franken, Wisconsin 54229-9565
Telephone 920/866-1717
FAX 920/866-1710

Letter was received in 2012
not 2011 -

July 26, 2011

Bethaney Bacher-Gresock
FHWA Wisconsin Division
525 Junction Road, Suite 8000
Madison, Wisconsin 53717-2157

re: WisDOT Project I.D. 1060-27-00
I-94 East-West Corridor Study
(70th Street to 25th Street)
Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The U.S. Fish and Wildlife Service (Service) has received your letter dated July 2, 2012, inviting our participation with the I-94 East-West Corridor Study from 70th Street to 25th Street located in Milwaukee County, Wisconsin.

We agree that the Service has jurisdiction and special expertise with respect to potential impacts to wetlands and wildlife habitat that may be affected by the project. However, due to staff time constraints, we are not currently able to become a participating agency.

We appreciate the invitation to become a participating agency on the proposed project. We will provide comments on the Environmental Impact Statement. If you have further questions you may contact Jill Utrup at 920-866-1734.

Sincerely,

Peter J. Fasbender
Field Supervisor



United States Department of the Interior

FISH AND WILDLIFE SERVICE

Green Bay ES Field Office
2661 Scott Tower Drive
New Franken, Wisconsin 54229-9565
Telephone 920/866-1717 FAX 920/866-1710
<http://www.fws.gov/midwest/GreenBay>



To: Tony Barth

USFWS Project ID: 12-SL-0249

Regarding your: ☒ Letter ☐ E-mail ☐ FAX Dated: April 17, 2012

RE: WisDOT Project ID 1060-27-01, I-94 East-West Corridor Study, City of Milwaukee, Milwaukee County, WI

Pursuant to the Endangered Species Act of 1973, the Fish and Wildlife Coordination Act, and the Migratory Bird Treaty Act, the U.S. Fish and Wildlife Service (Service) has reviewed the information provided for the project noted above. Our comments follow (see checked boxes below).

- ☒ Due to the project location, no federally-listed, proposed, or candidate species, or designated critical habitat occurs within the project area. We recommend checking our website (<http://www.fws.gov/midwest/GreenBay/>) every 6 months from the date of this letter to ensure that listed species presence/absence information for the proposed project is current.
- ☒ If migratory birds are known to nest on any structures (e.g., bridges) which may be disturbed by project construction, activities should begin (and be concluded) before the initiation of the breeding season for those species or after the breeding has concluded. Alternatively, the structures can be *tightly screened* before the breeding season (May 1 through August 30) to prevent nesting. If you will not be able to begin construction prior to or after the breeding season, please contact our office.
- ☐ Under the Migratory Bird Treaty Act of 1918, as amended, it is unlawful to take, capture, kill, or possess migratory birds, their nests, eggs, and young. If migratory birds are known to nest on any structures or habitat which may be disturbed by project construction, activities (e.g., tree removal) should begin and be completed before the initiation of the breeding season for those species or after breeding has concluded. Generally, we recommend that any habitat disturbance occur before May 1 or after August 30 to minimize potential impacts to migratory birds, but please be aware that some species may initiate nesting before May 1.
- ☒ We recommend, when possible, that bridges and abutments be designed and constructed in such a way as to allow terrestrial wildlife to pass under the bridge without entering the river during normal flow conditions. This may require lengthening the bridge, limitations on the use of exposed riprap, modifications to the surface of the riprap (e.g., grouting the surface or filling with soil or other natural materials), or modifications in the substrate and/or slope at the base of the abutments, as some wildlife species cannot or prefer not to traverse areas of riprap.
- ☐ The Service supports and encourages the maintenance or creation of habitat connectivity wherever possible. As such, we recommend installing bridges or culverts that do not impede the movement of water, sediments, or aquatic species along existing waterways. Specifically, we strongly recommend replacing failing culverts with bridges or bottomless culverts where possible. At minimum, we recommend new culverts be set at a zero slope, with a width that matches bank flow.
- ☐ We note that the project area includes wetlands. In refining and selecting project alternatives, efforts should be made to select an alternative that does not adversely impact wetlands. If no other alternative is feasible and it is clearly demonstrated that project construction resulting in wetland disturbance or loss cannot be avoided, a wetland mitigation plan should be developed that identifies measures proposed to minimize adverse impacts and replace lost wetland habitat values and other wetland functions and values.

USFWS Contact(s): Jill Utrup

Phone Number: 920-866-1734

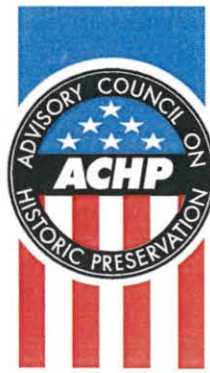
For the Field Supervisor: 

Date: May 1, 2012

Milford Wayne Donaldson, FAIA
Chairman

Clement A. Price Ph.D.
Vice Chairman

John M. Fowler
Executive Director



Preserving America's Heritage

February 14, 2013

Victor Mendez
Administrator
Federal Highway Administration
1200 New Jersey Avenue, SE
Washington, DC 20590


Dear Mr. Mendez:

In response to an invitation from the Wisconsin Division, Federal Highway Administration (FHWA), the Advisory Council on Historic Preservation (ACHP) will participate in consultation pursuant to Section 106 of the National Historic Preservation Act (16 USC 470[f]) regarding the I-94 East-West Freeway Corridor Study, Milwaukee County, Wisconsin. Our decision to participate in this consultation is based on the *Criteria for Council Involvement in Reviewing Individual Section 106 Cases*, contained in Appendix A of our regulations. The criteria are met because of the potential for this project to adversely affect the Wood National Cemetery, part of the National Soldiers Home Historic District and the Northwestern Branch National Home for Disabled Volunteer Soldiers (HDVS) National Historic Landmark (NHL). The Soldiers Home Reef NHL is also located near this segment of I-94. The Division has requested that the ACHP participate in order to assist in resolving these effects in the Section 106 review process. The ACHP encourages FHWA to notify and invite the participation of the Veteran's Administration in consultation to ensure their views are considered in completing the identification of affected historic properties and determining the appropriate treatment of property under its jurisdiction.

Section 800.6(a)(1)(iii) of our regulations requires that we notify you, as the head of the agency, of our decision to participate in consultation. By copy of this letter, we are also notifying George Poirier, Division Administrator, of this decision.

Our participation in this consultation will be handled by Carol Legard, the ACHP's FHWA Liaison, who can be reached at 202-606-8522 or via email at clegard@achp.gov. We look forward to working with FHWA and other consulting parties to consider alternatives and seek agreement on measures to avoid or minimize the adverse effects of this proposed project on these important historic properties.

Sincerely,


John M. Fowler
Executive Director

ADVISORY COUNCIL ON HISTORIC PRESERVATION

1100 Pennsylvania Avenue NW, Suite 803 • Washington, DC 20004
Phone: 202-606-8503 • Fax: 202-606-8549 • achp@achp.gov • www.achp.gov

From: Michele Curran@nps.gov [mailto:Michele_Curran@nps.gov]

Sent: Friday, July 06, 2012 8:16 AM

To: Payant, Dobra - DOT

Cc: 'Bethaney.Bacher-Gresock@dot.gov'; Webb, Charlie/MKE; Lynch, Jason - DOT; Waldschmidt, Jay - DOT

Subject: Re: FW: Update to FHWA letter dated July 2, 2012

In the future, please do not send correspondence to the MWRO Regional Director, Michael Reynolds. All correspondence regarding Wisconsin projects should be addressed directly to Dr. Michele Curran. We would like to be a participating agency on the I-94 East-West Corridor Study, but will not be able to attend the meeting on July 17. Please send meeting notes, and other information to me for review.

Thank you,

Michele J. Curran, Ph.D. | Architectural Historian | National Park Service
| Midwest Regional Office

National Historic Landmarks Program | 601 Riverfront Drive | Omaha, Nebraska 68102

Phone:

402.661.1954 | Fax: 402.661.1955

From: Payant, Dobra - DOT
Sent: Wednesday, July 17, 2013 2:13 PM
To: DOT DTSD SE SEF I94EW Doc Control
Subject: FW: WisDOT Project I.D. 1060-27-00 re: NHPA § 110 (f)
Attachments: NHPA.106 & 110.docx; 36 CFR PART 800.10.docx

-----Original Message-----

From: [Michele Curran@nps.gov](mailto:Michele_Curran@nps.gov) [mailto:Michele_Curran@nps.gov]

Sent: Friday, September 07, 2012 4:17 PM

To: Payant, Dobra - DOT

Subject: WisDOT Project I.D. 1060-27-00 re: NHPA § 110 (f)

Hello Ms. Payant;

● In my review of the Impact Analysis Methodology (for the I-94 East-West Freeway Study in Milwaukee County, Wisconsin) on page 2, while there is mention of the National Historic Preservation Act (NHPA) and the §106 process, there is no mention of § 100 (f) that states:

Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

● Because the Northwestern Branch National Home for Disabled Volunteer-Soldiers (NHDVS) National Historic Landmark (NHL) is located within the-Clement Zablocki Milwaukee Veterans Affairs Medical Center (MVAMC) and-also- includes Woods (VA) Cemetery, it appears that the eventual project-(resulting from the proposed study) has the potential to adversely-affect-the NHL. I am attaching information regarding NHPA and 36 CFR Part-800.10-regarding "Special requirements for protecting National Historic-Landmarks.- The Soldiers Home Reef NHL is also within the APE of the project.-

(See attached file: NHPA.106 & 110.docx)(See attached file: 36 CFR PART 800.10.docx)

I would like to see the two NHL boundaries clearly identified on all maps related to the study.

- Page 7 mentions the displacement of homes, but does not address the possible relocation of Veteran and other burials from the cemeteries that are adjacent to I-94.
- Page 10: 6.2: addresses potential high and adverse impacts on minority and low income populations--it should also address the impact on military veterans attempting to access the MVAMC.
- Page 11. Although 7.1 first bullet. mentions § 110, in 7.2 only the National Register of Historic Places are referred to and not the National Historic Landmarks. In 7.3 there is mention of the Northwestern Branch NHDVS NHL, but not the Soldiers Home Reef NHL.
- Page 12. The Government Printing Office (GPO) preferred spelling is "archeology."
- Page 13. 9.1 first bullet--Because the Woods Cemetery is part of the NHL, § 110 (f) also applies. 9.2: along with petitioning the WI SHPO, because the cemetery is part of an NHL, the Advisory Council for Historic Preservation will also need to be contacted (who, in turn invite the Secretary of the Interior via the NPS to participate).
- Page 15. The designed landscape at the NW NHDVS NHL is a contributing feature to the NH and should be included in the Aesthetics Impact Methodology
- Page 25. The geology of the Soldiers Home Reef NHL should be addressed.

Thank you for providing the NPS Cultural Resources Program an opportunity to comment.

Michele J. Curran, Ph.D. | Architectural Historian | National Park Service
| Midwest Regional Office

National Historic Preservation Act of 1966, As amended through 2006 [With annotations]

[This Act became law on October 15, 1966 (Public Law 89-665; 16 U.S.C. 470 et seq.). Subsequent amendments to the Act include Public Law 91-243, Public Law 93-54, Public Law 94-422, Public Law 94-458, Public Law 96-199, Public Law 96-244, Public Law 96-515, Public Law 98-483, Public Law 99-514, Public Law 100-127, Public Law 102-575, Public Law 103-437, Public Law 104-333, Public Law 106-113, Public Law 106-176, Public Law 106-208, Public Law 106-355, and Public Law 109-453. This description of the Act, as amended, tracts the language of the United States Code except that (in following common usage) we refer to the “Act”(meaning the Act, as amended) rather than to the “subchapter” or the “title” of the Code. This description also excludes some of the notes found in the Code as well as those sections of the amendments dealing with completed reports. Until the Code is updated through the end of the 106th Congress, the Code citations for Sections 308 and 309 are speculative.]

AN ACT to Establish a Program for the Preservation of Additional Historic Properties throughout the Nation, and for Other Purposes.

Section 106

[16 U.S.C. 470f — Advisory Council on Historic Preservation, comment on Federal undertakings]

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

Section 110

[16 U.S.C. 470h-2(a) — Federal agencies’ responsibility to preserve and use historic properties]

(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

(l) With respect to any undertaking subject to section 106 of this Act which adversely affects any property included in or eligible for inclusion in the National Register, and for which a Federal agency has not entered into an agreement pursuant to regulations issued by the Council, the head of such agency shall document any decision made pursuant to section 106 of this Act. The head of such agency may not delegate his or her responsibilities pursuant to such section. Where a section 106 of this Act memorandum of agreement has been executed with respect to an undertaking, such memorandum shall govern the undertaking and all of its parts.

**36 CFR PART 800 -- PROTECTION OF
HISTORIC PROPERTIES (incorporating
amendments effective August 5, 2004)**

**§ 800.10 Special requirements for
protecting National Historic
Landmarks.**

(a) *Statutory requirement.* Section 110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking. When commenting on such undertakings, the Council shall use the process set forth in §§ 800.6 through 800.7 and give special consideration to protecting National Historic Landmarks as specified in this section.

(b) *Resolution of adverse effects.* The agency official shall request the Council to participate in any consultation to resolve adverse effects on National Historic Landmarks conducted under § 800.6.

(c) *Involvement of the Secretary.* The agency official shall notify the Secretary of any consultation involving a National Historic Landmark and invite the Secretary to participate in the consultation where there may be an adverse effect. The Council may request a report from the Secretary under section 213 of the act to assist in the consultation.

(d) *Report of outcome.* When the Council participates in consultation under this section, it shall report the outcome of the section 106 process, providing its written comments or any memoranda of agreement to which it is a signatory, to the Secretary and the head of the agency responsible for the undertaking.

Council: Advisor Council on Historic Preservation (ACHP)

Secretary: Secretary of the Interior, represented by the National Park Service (NPS)

From: Curran, Michele [mailto:Michele_Curran@nps.gov];
Sent: 12/3/2012 1:06:46 PM
To: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>];
CC: Banker, Sherman J - WHS [<mailto:Sherman.Banker@wisconsinhistory.org>];
Subject: I-94 East-West comments

Please see attached.....

--

*Michele J. Curran, Ph.D. / Architectural Historian
National Park Service / Midwest Regional Office
601 Riverfront Drive / Omaha, Nebraska 68102*

Phone: 402.661.1954 / Fax: 402.661.1955

Michele Curran Comments on Coord Plan for Agency & Public Involvement

COORDINATION PLAN

For

AGENCY AND PUBLIC INVOLVEMENT

As part of the Environmental Review Process

Table 2.3

Agency contacts FHWA Advisory Council for Historic Preservation, Carol Legard
 VA Advisory Council for Historic Preservation, Brian Lusher

NPS, Michele J Curran comments on:

IMPACT ANALYSIS METHODOLOGY

As part of the Environmental Review Process for

I-94 East-West Corridor Study

(70th Street – 25th Street)

Milwaukee County, WI

WisDOT Project I.D. 1060-27-00

Section 7.2

General Methodology

Add National Historic Landmarks (NHLs), extra measures required to avoid negative impact

Section 7.3 or 7.4 Project Specific Methodology

In addition, there are two NHLS that will require notification to the Advisory Council on Historic Preservation, and the Secretary of the Interior via the National Park Service: contact person Dr. Michele Curran

Section 8 Archaeological Resources Impact Methodology

Section 9 Cemetery/Burial Site Impact Methodology

Add a Section to specifically address National Historic Landmarks, Soldiers Home Reef, Northwestern Branch NHDVS

I-94 East-West Corridor Study: Section 1 Purpose and Need

Comments from National Park Service, Michele Curran

Section 1.3.1 Land Use and Transportation Planning

Add a bulletin point indicating awareness of and need to protect Soldiers Home Reef NHL and the Northwestern Branch, National Home for Disabled Volunteer Soldiers (NHDVS) NHL, and the associated military cemetery

Section 1.3.2 System Linkage and Route Importance

Veterans Affairs Hospital Complex and NHDVS NHL

Section 1.5 Environmental Aspects but there is no mention of Cultural Resources

Cultural Aspects need to be added to the Purpose and Need Statement.

National Historic Preservation Act of 1966, as amended.

National Historic Landmarks and National Register of Historic Places properties will need to be addressed.

From: Payant, Dobra - DOT
Sent: Thursday, May 09, 2013 7:12 PM
To: DOT DTSD SE SEF I94EW Doc Control
Subject: FW: I-94 East West Corridor Study, Milwaukee County

From: Curran, Michele [mailto:michele_curran@nps.gov]
Sent: Thursday, May 09, 2013 11:50 AM
To: Payant, Dobra - DOT
Cc: Anthony.D.Jernigan@usace.army.mil; Madderom, Glenn; Richburg, Alphaeus L.; Thompson, Michael C - DNR; Brian.Dranzik@milwcnty.com; Polenske, Jeff; pdaniels@ci.west-allis.wi.us; Yunker, Ken; Waldschmidt, Jay - DOT; Bethaney.Bacher-Gresock@dot.gov; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; Mary O'Brien; Heimlich, Brad; Goldsworthy, Benjamin
Subject: Re: I-94 East West Corridor Study, Milwaukee County

Ms. Payant,

Thank you for providing a copy of the May 2013 I-94 East West Coordination Plan for National Park Service (NPS) review. While at this time you are preparing the Environmental Impact Statement (EIS), the document should address that the Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark is in the Area of Potential Effect (APE) and will require adherence to the:

§National Historic Preservation Act of 1966, As amended through 2006 [With annotations], Section 110 (f)) *Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.*

This project will also require **Section 106** consultation: **[16 U.S.C. 470f — Advisory Council on Historic Preservation, comment on Federal undertakings]** *The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.*

In addition,

36 CFR PART 800 -- PROTECTION OF HISTORIC PROPERTIES (incorporating amendments effective August 5, 2004)

§ 800.10 Special requirements for protecting National Historic Landmarks.

(a) *Statutory requirement.* Section

110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking. When commenting on such undertakings, the Council shall use the process set forth in §§ 800.6 through 800.7 and give special consideration to protecting National Historic Landmarks as specified in this section.

(b) *Resolution of adverse effects.* The agency official shall request the Council to participate in any consultation to resolve adverse effects on National Historic Landmarks conducted under §800.6.

(c) *Involvement of the Secretary.* The agency official shall notify the Secretary of any consultation involving a National Historic Landmark and invite the Secretary to participate in the consultation where there may be an adverse effect. The Council may request a report from the Secretary under section 213 of the act to assist in the consultation.

(d) *Report of outcome.* When the Council participates in consultation under this section, it shall report the outcome of the section 106 process, providing its written comments or any memoranda of agreement to which it is a signatory, to the Secretary and the head of the agency responsible for the undertaking.

[Council: Advisor Council on Historic Preservation (ACHP) Secretary: Secretary of the Interior, represented by the National Park Service (NPS)].

NPS has some requests and suggestions for the EIS.

1. The Advisory Council for Historic Preservation should receive formal notification of the project.
2. The NPS asks to be listed as a Cooperating Agency because of its legal responsibility for the preservation of the NHL. We also ask the National Trust for Historic Preservation (National Trust) be included as a Participating Agency.
3. The NHL and National Register (NR) properties need to be identified and included on all maps prepared for the project. The National Cemetery boundary also needs to be clearly identified.
4. While you are probably well aware that this project will require the identification and evaluation of 4f properties, I do not see any identification or mention of intent to perform the evaluation in the EIS..

Thank you for providing the NPS with the opportunity to comment.

***Michele J. Curran, Ph.D. / Architectural Historian
National Park Service / Midwest Regional Office
601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955
Email: michele_curran@nps.gov***

From: Bethaney.Bacher-Gresock@dot.gov
Sent: Thursday, May 23, 2013 3:51 PM
To: michele_curran@nps.gov
Cc: Anthony.D.Jernigan@usace.army.mil; Glenn.Madderom@va.gov; Alphaeus.Richburg@va.gov; Thompson, Michael C - DNR; Brian.Dranzik@milwcnty.com; Polenske, Jeff; pdaniels@ci.west-allis.wi.us; Yunker, Ken; Waldschmidt, Jay - DOT; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Bethaney.Bacher-Gresock@dot.gov; Payant, Dobra - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; DOT DTSD SE SEF I94EW Doc Control; tem@tds.net; Heimlich, Brad; Goldsworthy, Benjamin
Subject: Response: NPS interest I-94 East West Corridor Study, Milwaukee County

Dr. Curran,

Thank you for your May 9, 2013 e-mail to Dobra Payant in response to WisDOT's notification of revisions to the Coordination Plan for the I-94 East West Corridor Study. In the introductory portion, you reiterated pertinent laws, regulations and guidance concerning the *Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark* that is within the Area of Potential Effect (APE) for the I-94 project.

As you have requested, this historic resource as well as any others identified through the historic property investigations being conducted under Section 106 of the National Historic Preservation Act will be presented and discussed in the EIS. The discussion will include a summary of the pertinent laws, regulations and guidance as well as the outcome of the coordination and consultation that has occurred under each. Further, maps showing the boundaries and other features of the historic resources and project alternatives relative to the resources will also be provided in the EIS.

I'd like to take this opportunity to address the specific requests and suggestions included in your original e-mail:

1. The Advisory Council for Historic Preservation (ACHP) should receive formal notification of the project.

On January 29, 2013 FHWA formally notified the ACHP about the project and requested their participation in the Section 106 consultation process per 36 CFR 800.6(a)(1) and 800.10(b). That letter also served to formally notify the National Park Service (NPS) about the project and to invite them to participate in consultation per 36 CFR 800.10(c).

- On January 31, 2013 the NPS (you) responded via e-mail stating that the NPS would participate in Section 106 consultation.
- On February 14, 2013 the ACHP responded via letter to FHWA (with copy to you) stating that they would participate in Section 106 consultation.

2. The NPS asks to be listed as a Cooperating Agency because of its legal responsibility for the preservation of the NHL. We also ask the National Trust for Historic Preservation (NTHP) be included as a Participating Agency.

FHWA and WisDOT agree that the NPS is an appropriate Cooperating Agency per 40 CFR 1508.5 because NPS has special expertise and jurisdiction by law concerning properties on or eligible for listing on the National Register of Historic Places (National Register) as well as those designated as National Historic

Landmarks (NHL). The initial letter sent to the NPS by FHWA on July 2, 2012, provided an opportunity to become a Participating Agency pursuant to 23 USC 139; the NPS accepted this invitation on July 6, 2012. Based on the current request to be a Cooperating Agency, the NPS entry in Table 2.3 of the Coordination Plan has been revised to reflect Cooperating Agency status.

By legislation, non-governmental organizations and private entities such as the NTHP cannot serve as a Participating Agency in the environmental review process (23 USC 139(d)). However, per their request, the NTHP is a Consulting Party in the Section 106 process per 36 CFR 800.2(d)(5).

3. The NHL and National Register properties need to be identified and included on all maps prepared for the project. The National Cemetery boundary also needs to be clearly identified.

As noted previously, the historic properties will be identified and included on applicable EIS maps relating to descriptions and discussion of the historic properties, APE, and project alternatives. A display showing the historic properties was made available at the May 21 and 22 public information meetings (see attached). On September 14, 2012, you provided boundary descriptions and maps for the NHL. That information and other data sources have been used to help ensure that accurate NHL and National Register boundaries are depicted. If there are any discrepancies as to the historic boundaries, please let us know so that we may fix them..

4. While you are probably well aware that this project will require the identification and evaluation of Section 4(f) properties, I do not see any identification or mention of intent to perform the evaluation in the EIS.

The general focus of a Coordination Plan is to describe and communicate the steps in the environmental review process (23 USC 139(g)), to identify agency roles and coordination, identify opportunities for public involvement, and to identify opportunities for agency and public review of information and materials prepared for the EIS.

The companion Impact Analysis Methodology document, circulated to agencies along with the Coordination Plan in August 2012 (with a revision circulated in November 2012), includes discussion on the Section 4(f) evaluation/coordination process that will be conducted as part of the development of the EIS. There will be a separate, stand-alone Section 4(f) evaluation in the EIS developed in compliance with Section 4(f) regulations at 23 CFR 774.

Thank you for your continued interest and participation in the I-94 East-West Corridor Study. As you know, FHWA and WisDOT are planning a Section 106 consultation meeting in the near future with the agencies (including the NPS and ACHP), Native American tribes, and consulting parties (including the NTHP) that have requested involvement in the consultation process. In the meantime, if you have additional comments or questions, please do not hesitate to contact me.

Regards,
Bethaney

Bethaney Bacher-Gresock

Major Projects - Environmental Lead
FHWA - Wisconsin Division Office
City Center West
525 Junction Road, Suite 8000
Madison WI 53717

(p)608-662-2119
(f) 608-829-7526

From: Bacher-Gresock, Bethaney (FHWA)
Sent: Monday, June 03, 2013 3:28 PM
To: 'Curran, Michele'
Cc: Bacher-Gresock, Bethaney (FHWA)
Subject: RE: Response: NPS interest I-94 East West Corridor Study, Milwaukee County

Michele –

I'm glad that we were able to connect this afternoon.

For the purposes of documenting our conversation for the record, FHWA/WisDOT are not proposing the use of the NEPA process as substitution for the Sec 106 process as identified in 36 CFR 800.8(c). However, we are working both processes in parallel and providing the public/government officials/agencies with opportunity to comment on all aspects of the I-94 project at all public information meetings and technical/community meetings. As both of us know, the Section 106 consultation process will definitely feed into the Section 4(f) evaluation/analysis.

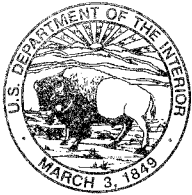
Regards
 Bethaney

From: Curran, Michele [mailto:michele_curran@nps.gov]
Sent: Thursday, May 23, 2013 6:44 PM
To: Bacher-Gresock, Bethaney (FHWA)
Subject: Re: Response: NPS interest I-94 East West Corridor Study, Milwaukee County

Hello Bethany,
 Is FHWA and WI DOT planning to run NEPA and NHPA concurrently. NPS prefers that there be two separate processes. From the information above...it appears NEPA is being done first?
 Thank you,
 Michele

***Michele J. Curran, Ph.D. / Architectural Historian
 National Park Service / Midwest Regional Office
 601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955
 Email: michele_curran@nps.gov***



United States Department of the Interior

National Park Service

Midwest Region
601 Riverfront Drive
Omaha, Nebraska 68102-4226



1.A.2 (H34)

June 9, 2013

Dobrogniewa (Dobra) S. Payant, P.E.
WisDOT SE Region
I-94 East-West Study Team
141 NW Barstow Street
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for providing the National Park Service (NPS) with the *Draft Section 2, Alternatives Considered, for the I-94 East-West Study in Milwaukee, Wisconsin*. I found the document extremely technical with a lot of professional jargon, which makes it difficult for anyone other than a highway engineer to fully understand. In my opinion, this type of document does not serve the consulting parties or the public well. The formatting of the document made it extremely difficult to read electronically; the transition to the next page jumped whether the reader wanted to move on or not.

I do want to remind you that regardless of what the Wisconsin Governor and the Wisconsin Legislature plan to do with Wisconsin State Statute 84.015R, there are federal laws that apply to the I-94 project.

Section 110 (f) of the *National Historic Preservation Act of 1966, as amended through 2006* states:

(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark...

In addition, 36 CFR PART 800 -- *PROTECTION OF HISTORIC PROPERTIES (incorporating amendments effective August 5, 2004)* § 800.10 *Special requirements for protecting National Historic Landmarks* states:

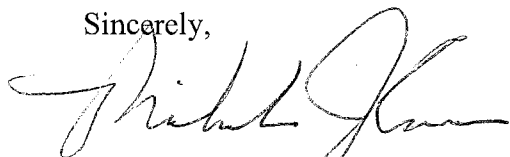
(a) Statutory requirement. Section 110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking.

Included within the Northwestern Branch, National Home for Disabled Volunteer Soldiers (NHDVS) National Historic Landmark (NHL) boundary are 41.1 acres of Wood National Cemetery (total acreage 50.1) which includes portions on both sides of I-94. The NHL includes much of the Clement J. Zablocki Veteran Affairs Medical Center (Milwaukee VAMC), which is an active medical center providing care to thousands of U.S. Military Veterans in Milwaukee and the surrounding area.

It is important that any consideration of alternatives not only avoid damage or disruption to the Wood National Cemetery, but also avoid adversely affecting the NHL (including the cemetery) and the Milwaukee VAMC. I am enclosing (attaching) two maps of the medical center that show its boundary and the NHL boundary.

I am looking forward to attending the consultation meeting scheduled on July 15th; I hope that the meeting will more clearly present the alternatives that the avoid adversely affecting the NHL.

Sincerely,

A handwritten signature in black ink, appearing to read "Michele J. Curran". The signature is fluid and cursive, with the first name "Michele" being more prominent and the last name "Curran" following in a similar style.

Michele J. Curran, Ph.D. / Architectural Historian

Phone: 402.661.1954 / Fax: 402.661.1955

Email: michele_curran@nps.gov

Cc: James Draeger
Sherman Banker
Mary Ann Naber
Kathleen Schamel
Douglas Pulak
Carol Legard
Robert Beller
Matthew Cryer
Genell Scheurell

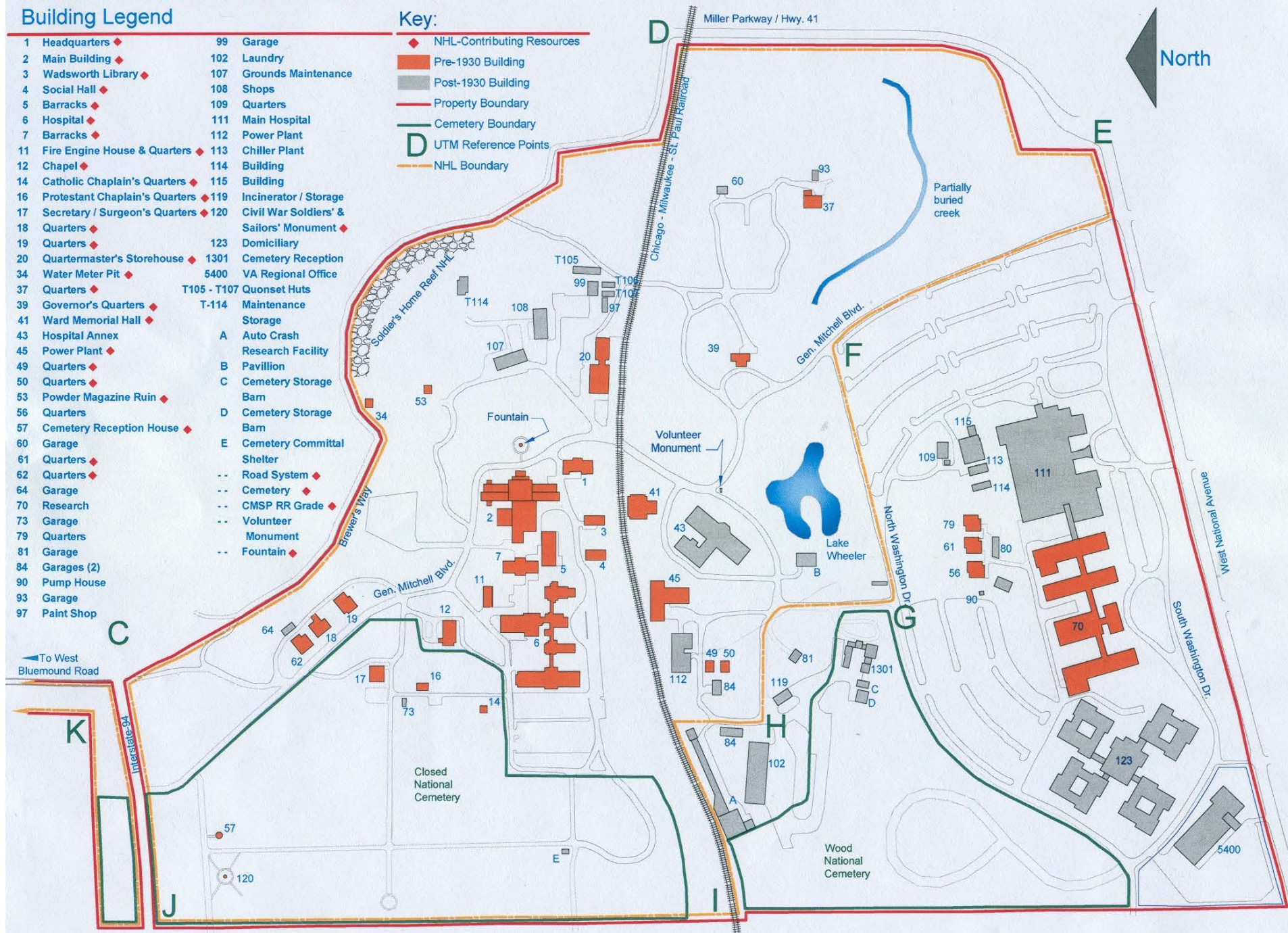
NORTHWESTERN BRANCH

Building Legend

- | | |
|-----------------------------------|---|
| 1 Headquarters | 99 Garage |
| 2 Main Building | 102 Laundry |
| 3 Wadsworth Library | 107 Grounds Maintenance |
| 4 Social Hall | 108 Shops |
| 5 Barracks | 109 Quarters |
| 6 Hospital | 111 Main Hospital |
| 7 Barracks | 112 Power Plant |
| 11 Fire Engine House & Quarters | 113 Chiller Plant |
| 12 Chapel | 114 Building |
| 14 Catholic Chaplain's Quarters | 115 Building |
| 16 Protestant Chaplain's Quarters | Incinerator / Storage |
| 17 Secretary / Surgeon's Quarters | Civil War Soldiers' & Sailors' Monument |
| 18 Quarters | |
| 19 Quarters | 123 Domiciliary |
| 20 Quartermaster's Storehouse | 1301 Cemetery Reception |
| 34 Water Meter Pit | 5400 VA Regional Office |
| 37 Quarters | T105 - T107 Quonset Huts |
| 39 Governor's Quarters | T-114 Maintenance |
| 41 Ward Memorial Hall | |
| 43 Hospital Annex | A Auto Crash Research Facility |
| 45 Power Plant | B Pavillion |
| 49 Quarters | C Cemetery Storage |
| 50 Quarters | Barn |
| 53 Powder Magazine Ruin | D Cemetery Storage |
| 56 Quarters | Barn |
| 57 Cemetery Reception House | E Cemetery Committal Shelter |
| 60 Garage | -- Road System |
| 61 Quarters | -- Cemetery |
| 62 Quarters | -- CMSP RR Grade |
| 64 Garage | -- Volunteer Monument |
| 70 Research | -- Fountain |
| 73 Garage | |
| 79 Quarters | |
| 81 Garage | |
| 84 Garages (2) | |
| 90 Pump House | |
| 93 Garage | |
| 97 Paint Shop | |

Key:

- ◆ NHL-Contributing Resources
- Pre-1930 Building
- Post-1930 Building
- Property Boundary
- Cemetery Boundary
- D UTM Reference Points
- NHL Boundary



From: Curran, Michele [mailto:michele_curran@nps.gov]

Sent: Thursday, May 01, 2014 2:45 PM

To: Bethaney Bacher-Gresock; Payant, Dobra - DOT

Cc: Draeger, Jim R - WHS; carlen.hatala@milwaukee.gov; Dawn McCarthy <dawnhmcc@gmail.com>; Genell Scheurell; Legard Carol

Subject: Comments regarding FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St. (Project ID 1060-27-00)

Hello Bethany and Dobra,

On page two of the "FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St. to 70th St, Milwaukee, Wisconsin (Project ID 1060-27-00), the NPS is in disagreement with your determination of "no adverse effect" for the Calvary Cemetery and the Story Hill Residential Districts #2 and #3.

Following the meeting on Tuesday, April 22, I drove through the Story Hill neighborhood and the Calvary Cemetery. The attached photographs illustrate my concern. The All-Up option will definitely be seen from the houses in the Story Hill neighborhoods. We were told the All-Up will be about the same height as the current interstate traffic signs shown in the photographs. Considering that there will be a significant number of cars and trucks driving at this height the entire neighborhood will be adversely affected by noise, all all of the houses on the Story Parkway will also have their views adversely affected. In addition, people living on streets intersecting with Story Parkway, such as Pinecrest, will also experience an adverse affect in both noise and view.

***Michele J. Curran, Ph.D. / Architectural Historian
National Historic Landmarks Program
National Park Service / Midwest Regional Office
601 Riverfront Drive / Omaha, Nebraska 68102***

Phone: 402.661.1954 / Fax: 402.661.1955

Email: michele_curran@nps.gov

From: Payant, Dobra - DOT
Sent: Wednesday, May 21, 2014 4:51 PM
To: 'Curran, Michele'; Bethaney Bacher-Gresock
Cc: Draeger, Jim R - WHS; Penkiunas, Daina J - WHS; Banker, Sherman J - WHS; carlen.hatala@milwaukee.gov; Dawn McCarthy <dawnhmcc@gmail.com>; Genell Scheurell; 'emerritt@savingplaces.org'; Legard Carol
Subject: RE: Comments regarding FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St. (Project ID 1060-27-00)

Thank you for your e-mail Michele. At a couple of our consultation meetings we have indicated that the existing sign bridge adjacent to Wood National Cemetery is a good approximation of the height of the double deck all up alternative **at that specific location adjacent to the cemetery**. However, that doesn't apply to the existing sign bridge next to the Story Hill neighborhood for a couple reasons. First, the eastbound lanes of I-94 would not be as high as the existing sign bridge. Secondly, the eastbound lanes would be about 100 feet south, or further away, from Story Hill than they are today at the spot you took the picture. The predicted noise levels reflect this.

I have attached a rendering which we shared at the January 10th consultation meeting. It shows the same sign bridge as your picture. If you compare the height of the sign bridge to the tree line in the background you will see that the roadway is lower.

FHWA and WisDOT intend to respond to the remaining comments at the June 10, 2014 consultation meeting. Thank you.
Dobra

Dobrogniewa (Dobra) S. Payant, P.E.
WisDOT SE Region
I-94 East-West Study Team
141 NW Barstow Street
Waukesha, WI 53187-0798
(414) 750-2677

From: Curran, Michele [mailto:michele_curran@nps.gov]
Sent: Thursday, May 01, 2014 2:45 PM
To: Bethaney Bacher-Gresock; Payant, Dobra - DOT
Cc: Draeger, Jim R - WHS; carlen.hatala@milwaukee.gov; Dawn McCarthy <dawnhmcc@gmail.com>; Genell Scheurell; Legard Carol
Subject: Comments regarding FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St. (Project ID 1060-27-00)

From: Curran, Michele [mailto:michele_curran@nps.gov]
Sent: Monday, July 14, 2014 2:49 PM
To: Payant, Dobra - DOT
Subject: Re: I-94 East-West Corridor Study, Milwaukee Wisconsin

Hello Dobra,

I really do not have any comments at this time. I still believe there will be an adverse visual and noise effect to the NHL, Wood Cemetery, Story Hill neighborhood, and Calvary Cemetery. I remain strongly in favor of the at-grade alternative.

***Michele J. Curran, Ph.D. / Architectural Historian
National Historic Landmarks Program
National Park Service / Midwest Regional Office
601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955
Email: michele_curran@nps.gov***



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT, CORPS OF ENGINEERS
180 FIFTH STREET EAST, SUITE 700
ST. PAUL MN 55101-1678

JUL 25 2012

Operations
Regulatory (2012-02924-ADJ)

Ms. Bethaney Bacher-Gresock
FHWA Wisconsin Division
525 Junction Road, Ste. 8000
Madison, Wisconsin 53717-2157

Dear Ms. Bacher-Gresock:

This is in response to your July 2, 2012 letter requesting the Corps of Engineers act as a cooperating agency during development of an Environmental Impact Statement (EIS) for the proposed Interstate 94 East-West Corridor project (WisDOT ID #1060-27-00). The proposed study area extends from 70th Street to 25th Street in Milwaukee County, Wisconsin.

We will serve as a cooperating agency for development of the EIS, as we anticipate that portions of the proposed project may require Corps of Engineers authorization pursuant to Section 404 of the Clean Water Act. It is our understanding that coordination will follow the process established in SAFETEA-LU.

Please update your Corps contacts to remove Tamara Cameron and include Anthony Jernigan as the primary point of contact and Rebecca Graser as the secondary contact; both are in our Waukesha field office at 20711 Watertown Road, Suite F, Waukesha, Wisconsin, 53186. Please provide two copies of all materials to our Waukesha field office to facilitate our cooperation during EIS development.

If you have any questions, contact Anthony Jernigan at (262) 717-9544. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,

Tamara E. Cameron
Chief, Regulatory Branch

Copy furnished:
Jason Lynch, WDOT SE Region;
Kristina Betzold, WDNR.



DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT, CORPS OF ENGINEERS
180 FIFTH STREET EAST, SUITE 700
ST. PAUL MN 55101-1678

10602701-00044R-RDA25

September 28, 2012

REPLY TO
ATTENTION OF
Operations
Regulatory (2012-02924-ADJ)

Ms. Dobra Payant
WisDOT Southeast Region
141 N.W. Barstow Street
Waukesha, Wisconsin 53187-0798

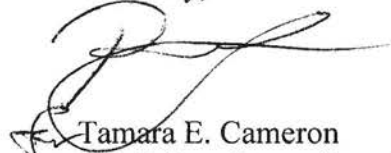
Dear Ms. Payant:

Thank you for the information submitted regarding the proposed Interstate 94 East-West Freeway Corridor Study (Project ID # 1060-27-01) National Environmental Policy Act (NEPA) document. The East-West Freeway Corridor project area includes approximately 2.85 miles of freeway corridor leading from 70th Street (west limit) to 25th Street (east limit). We received the draft Coordination Plan and the draft Impact Analysis Methodology Documents on August 31, 2012.

Based on the corridor proposed for study, it appears that an area of Primary Environmental Corridor lies within the study area (adjacent to the Menomonee River and southeast of the US Highway 41 interchange). All wetlands within these areas are considered to be Advanced Identification wetlands (ADID) deemed generally unsuitable for the discharge of fill material. We request that Project Specific Methodology be added to Section 12 of the draft Impact Analysis Methodology Document to address ADID wetlands.

If you have any questions, contact Anthony Jernigan in our Waukesha field office at (262) 717-9544. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,



Tamara E. Cameron
Chief, Regulatory Branch

Copy furnished:
Kenneth Westlake, US Environmental Protection Agency;
Bethaney Bacher-Gresock, FHWA Wisconsin Division;
Mike Thompson, WDNR;
Charlie Webb, CH2M Hill;
Sherman Banker, Wisconsin State Historical Society.



DEPARTMENT OF THE ARMY

ST. PAUL DISTRICT, CORPS OF ENGINEERS

190 FIFTH STREET EAST, Suite 700

ST. PAUL, MN 55101-1678

NOV 26 2012

REPLY TO

Operations

Regulatory (2012-02924-ADJ)

Ms. Dobra Payant

DTSD NE Region

141 N W Barstow Street

Waukesha, Wisconsin 53187-0798

Dear Ms. Payant:

We have completed our review of the draft Purpose and Need statement prepared for the Interstate 94 East-West Corridor Environmental Impact Statement (WisDOT Project I.D. 1060-27-00). We received the draft Purpose and Need information on November 2, 2012. The study area is between 25th and 70th Streets in Milwaukee County, Wisconsin.

We concur with the draft Purpose and Need statement. Based on the information provided to the Corps, the revised Purpose and Need statement would satisfy CWA Section 404 review requirements. The purpose of the project is to address the deteriorated condition of the study area freeway system, obsolete roadway and bridge design, current and future traffic demand, and high crash rates.

Please continue to coordinate with our agency as you proceed with drafting the Environmental Impact Statement. If you have any questions, contact Anthony Jernigan in our Waukesha office at (262) 717-9544. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely

Tamara E. Cameron
Chief, Regulatory Branch

Copy Furnish:

Kenneth Westlake, US Environmental Protection Agency;

Bethaney Bacher-Gresock, FHWA Wisconsin Division;

Mike Thompson, WDNR;

Charlie Webb, CH2M Hill;

Sherman Banker, Wisconsin State Historical Society.

From: Jernigan, Anthony D MVP [<mailto:Anthony.D.Jernigan@usace.army.mil>]
Sent: Tuesday, June 25, 2013 1:19 PM
To: Payant, Dobra - DOT
Cc: Webb, Charlie/MKE; Graser, Rebecca M MVP; 'Bethaney.Bacher-Gresock@dot.gov'
Subject: RE: Draft Section 2, Alternatives Considered, for the I-94 East-West study in Milwaukee, Wisconsin (UNCLASSIFIED)
Classification: UNCLASSIFIED
Caveats: NONE

Ms. Payant,

Please accept the following comments on the information provided:

1. While Transportation Systems Management (TSM) and Travel Demand Management (TDM) only alternatives are not proposed to be carried forward, we understand that some TSM and TDM elements would be maintained or incorporated as a way to fulfill the Purpose and Need (PN).

2. Please clarify the tie between aspects of the PN statement with respect to SEWRPC plan (e.g. how do the objectives, study areas, and LOS in the study compare with the PN). As an example, the PN we concurred with does not "require" consistency with the SEWRPC plan, but I can extrapolate why it is important.

3. It is noted in Section 2.3.6 that the TSM+TDM+ 6-lane Modernization Alternative would not provide the appropriate future level of service, but the data was not confirmed in the document we received. Would you please confirm that the data supports that the TSM+TDM+ 6-lane Modernization Alternative would not provide the appropriate level of service that is desired?

4. Given the stated opposition by the City of Milwaukee to adding lanes to Interstate 94, has consideration been given to a potentially increased motivation to locally fund TDM improvements to avoid lane additions?

5. With exception to the alternatives encroaching on the cemetery and with regard to the alternatives dismissed, please ensure that the text of the Modernization Alternatives section indicate which PN element would not be met to better align with the PN factors (e.g. which PN factor would not be met, leading to S5 being dismissed).

6. Please describe TSM elements incorporated into the alternatives carried forward.

7. Please note that we have not received the revised Purpose and Need statement and we will not be able to fully evaluate range of alternatives carried forward until we have reviewed that document.

Again, we thank you for the opportunity to comment on the information provided as part of the proposed EIS for the Interstate 94 East-West Freeway Corridor project. We look forward to continued coordination between our agencies regarding this proposal.

Please contact me with any questions.

Sincerely,

Anthony
Anthony Jernigan
US Army Corps of Engineers
Phone: 651-290-5729



DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT, CORPS OF ENGINEERS
180 FIFTH STREET EAST, SUITE 700
ST. PAUL MN 55101-1678

July 15, 2014

REPLY TO
ATTENTION OF

Operations
Regulatory (2012-02924-ADJ)

Ms. Dobra Payant, Southeast Region
Wisconsin Department of Transportation
141 N.W. Barstow Street
Waukesha, Wisconsin 53187-0798

Dear Ms. Payant:

We have completed our review of the draft range of alternatives provided on June 17th, 2014 for the Interstate 94 East-West Freeway Corridor draft Environmental Impact Statement (project I.D. 1060-27-01). The East-West Freeway Corridor study area includes approximately 2.85 miles of freeway corridor leading from 70th Street (west limit) to 16th Street (east limit) in Milwaukee County, Wisconsin.

We agree with the array of alternatives dismissed from further study. These alternatives include: stand-alone TSM elements, stand-alone TDM elements, and the alternatives identified as not carried forward in the attached exhibit 2-9. These alternatives were dismissed either because they would not meet the project purpose and need, or because another alternative that also met the purpose and need had fewer impacts and/or lower estimated cost.

We concur with the range of alternatives carried forward for additional study. These alternatives will be compared against the “no build” alternative in the draft Environmental Impact Statement. The alternatives carried forward for additional study are described as follows:

West segment (70th Street to Stadium Interchange)

1. Add a 4th lane in each direction, split diamond interchange at 68th /70th Streets with either no Hawley Road interchange or a half interchange at Hawley Road (on/off ramps to and from the west) and narrow lanes and shoulders through cemetery area (*called the At-grade alternative*).
2. Add a 4th lane in each direction, split diamond interchange at 68th /70th Streets with Hawley Road interchange and Double Deck (all up or partially down) through cemetery area (*called the Double Deck alternative*) .

East segment (Stadium Interchange to 16th Street)

1. Add a 4th lane in each direction, modified single point interchange at Stadium Interchange and remaining on alignment east of 32nd Street (*called the On-alignment alternative*).

Operations
Regulatory (2012-02924-ADJ)

2. Add a 4th lane in each direction, modified single point interchange at Stadium Interchange with an off-alignment segment east of 32nd Street (*called the Off-alignment alternative*).

Again, we thank you for the opportunity to comment on the information provided as part of the Interstate 94 East-West Freeway Corridor study. We look forward to continued coordination between our agencies regarding this proposal.

If you have any questions, contact Rebecca Graser in our Waukesha field office at (651) 290-5728. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,

A handwritten signature in black ink, appearing to read 'Tamara E. Cameron', with a long horizontal flourish extending to the right.


Tamara E. Cameron
Chief, Regulatory Branch

Enclosure

Copy furnished:
Kenneth Westlake, US Environmental Protection Agency;
Bethaney Bacher-Gresock, FHWA Wisconsin Division;
Mike Thompson, WDNR;
Charlie Webb, CH2M Hill;
Sherman Banker, Wisconsin State Historical Society.

Alternatives Screening - I-94 E/W corridor

Alternative		Initial Range of Alternatives	Shown at PIM #2 (Dec. 2012)	Shown at PIM #3 (May 2013)	Shown at PIM #4 (July 2013) & Jan. 2014 Agency Meeting	Shown on Exhibit
No-Build		Not reasonable alternative but evaluated as a baseline for comparison to the Build Alternatives				
Replace-in-Kind						
Spot Improvements						2-9
Modernization						
West Segment	West					
	W1 (Braided Ramps)					2-12
	W2 (C-D Roads)					2-3
	W3 (One-Way Frontage Roads)					2-13
	W4 (Adjacent 2-Way Arterial)					2-14
	Cemetery					
	C1 (At-grade; 4 lanes, full width shoulder)					
	C2 (At-grade; 4 Narrow Lanes, Narrow Shoulder)					2-2
	C3 (Double Deck; 3 Freeway Lanes, 2 Local Lanes)					2-15
	C4 (Double Deck; 3 Freeway Lanes, 3 Local Lanes)					2-16
	C5 (Double Deck; 4 Freeway Lanes, 1 Local Lanes)					2-3
	3 At-grade Lanes with Full Shoulders					
	5 At-grade Lanes					
	5-Lanes Double Deck with Full Shoulders					
	Tunnel with C-D Roads					
	Stadium Interchange					
	S1 (System Interchange - Stacked)					2-17
	S2 (System Interchange - Turbine)					2-18
	Modified S2 (System Interchange - Low Speed Free Flow)					2-19
	S3 (Single Point Interchange with Free Flow ramps from I-94)					2-5, 2-7
East Segment	S4 (Service Interchange - 2-Level Single Point Urban Interchange)					2-20
	S5 (Service Interchange - Modified Echelon Interchange)					2-21
	S6 (Service Interchange - US 41 Diamond)					2-22
	East					
	E1 (Braided Ramps)					2-5, 2-7
	E2 (C-D Roads)					2-24
	E3 (Frontage Roads)					2-25
	E4 (No Interchange at 35th Street)					2-26

 Alternative Retained for Detailed Evaluation
 Alternative Not Carried Forward

See Table 2-1 for additional information
on more recent screening

NOTE: TSM & TDM elements as a stand-alone alternative would not address purpose and need.
However, TSM & TDM elements are included as part of the Modernization Alternatives.

2012-02924-ADJ

Exhibit 2-9
Build Alternatives Screening Results

From: Madderom, Glenn [mailto:Glenn.Madderom@va.gov]

Sent: Tuesday, September 04, 2012 10:51 AM

To: Webb, Charlie/MKE; Dobra.Payant@dot.wi.gov

Cc: Bethaney.Bacher-Gresock@dot.gov; Rothfeld, Gary (CFM); Ohman, Diana J. (SES); Koerting, Thomas D.; Richburg, Alphaeus L.; Gemmell, James; Ohman, Diana J. (SES); Powers, Glenn (SES); Wright, Kimberly (SES); Schettler, David K. (SES); Schamel, Kathleen (CFM); Leach, Sara Amy; Koerting, Thomas D.; Gemmell, James; Janowski, William B.; Post, Jacqueline (CFM)

Subject: RE: Coord Plan and Impact Assessment Methodology for: I-94 east-west corridor study, 70th St. - 25th St., Milw County WisDOT Proj ID #1060-27-00

Mr. Webb/Mr. Payant;

Thank you for sending the attached information, I am forwarding it onward to the following persons within National Cemetery Administration (NCA) and VA for their information and review;

Mr. Gary Rothfeld, VA Real Property Service

Ms. Diana Ohman, NCA Memorial Service Network IV Director

Mr. Jim Gemmel, NCA Memorial Service Network IV Chief of Operations

Mr. Tom Koerting, NCA Memorial Service Network IV Engineer

Ms. Kathleen Schamel, VA Historic Preservation Office

Ms. Sara Leach, NCA Historian

A. Regarding the attached I-94 E-W Coordination Plan:

NCA COMMENT: The following point of contact as listed under Section 2.3 is only for the VA Medical Center and not for Wood National Cemetery/NCA. *Department of Veterans Affairs Bill Janowski, U.S. Dept. of Veterans Affairs, Milwaukee Regional Office, 5400 National Avenue, Milwaukee, WI 53214 (414) 382-5300, William.janowski@VA.gov, Invited Participating Agency (7/2/12)* Accordingly, we request that you add the following Wood National Cemetery/NCA points of contact to the Coordination Plan per our discussion last week. (Mr. Glenn Madderom, Mr. Alphaeus Richburg, Mr. Gary Rothfeld). Also for purposes of this Coordination Plan document, you can consider Wood National Cemetery/NCA as both invited and accepted based on our initial meeting last week.

B. Regarding the attached I-94 E-W Impact Analysis Methodology- specifically Section 9 Cemetery/Burial Site Impact Methodology:

NCA COMMENT: As per our discussion last week please be aware that NCA considers interments of Veterans at national cemeteries as ***permanent and final***. NCA has a sacred trust to ensure that all national cemeteries are perpetually maintained as national shrines to the sacrifices made by our Nation's Veterans. Any proposed plans or actions that might affect a gravesite or the serene environment of historic Wood National Cemetery will not be viewed favorably by the National Cemetery Administration or VA.

From: Madderom, Glenn [mailto:Glenn.Madderom@va.gov]

10602701-00072R-RDA06

Sent: Friday, November 09, 2012 2:49 PM

To: Payant, Dobra - DOT; Bethaney.Bacher-Gresock@dot.gov

Cc: Leach, Sara Amy; Rothfeld, Gary (CFM); Koerting, Thomas D.; Schamel, Kathleen (CFM); Richburg, Alphaeus L.; Ohman, Diana J. (SES); Gemmell, James; Powers, Glenn (SES); Tyson, Patricia (Tish); Beller, Robert (SES); Houterman, Christian; Rinaldi, Laura M.; Walker, Brian

Subject: NCA Response; Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, WI

Ms. Payant;

Thank you for providing VA National Cemetery Administration (NCA) with the opportunity to participate in the ongoing study and document review process. After reviewing the "Draft Purpose and Need Statement for the I-94 East West Study in Milwaukee, WI" that you forwarded for comment on November 2, 2012, NCA has concerns and comments on the following items contained in that document;

NCA Concern, Page 1-9

The 2035 regional transportation system plan includes the following recommendations for the I-94 East-West Corridor study area: Expand I-94 from 6 to 8 travel lanes (4 lanes in each direction) through the entire study area

NCA Concern, Page 1-10

Based, in part, on the traffic operations information, the 2003 regional freeway system plan includes the following conceptual improvement recommendations for the I-94 East-West Corridor study area:

Reconstruct I-94 with considerations for the following: conversion from 6 to 8 travel lanes, new pavement with full shoulders, new bridges with additional vertical clearance, revised entrance ramps for better operations, and revised vertical alignment to accommodate safer stopping sight distances.

Reconstruct I-94/US 41/WIS 341/Miller Parkway Interchange (Stadium Interchange) as a high-type service interchange (see page 1-2 for discussion of a "high-type" service interchange).

- Add auxiliary lanes between interchanges.
- Reconstruct Mitchell Boulevard interchange to a modified half diamond.

NCA Concern Page 1-31

The Zablocki Drive bridge over I-94 has a Structural Evaluation Rating of 2 defined as "basically intolerable requiring high priority of replacement." The Zablocki Drive bridge provides access to the Wood National Cemetery and Department of Veterans' Affairs complex from Bluemound Road. Currently, the bridge is posted with a 10-ton weight limit Page 1-31

NCA Comment/Response:

As previously expressed to your office, NCA has definite concerns about any potential solutions being proposed such as lane increases, lane widening, ramp revisions, bridge replacement, or interchange modifications that would cause highway infringement onto or over any portion of the historic Wood National Cemetery property. NCA considers interments of Veterans at national cemeteries as ***permanent and final***. NCA has a sacred trust to ensure that all national cemeteries are perpetually maintained as national shrines to the sacrifices made by our Nation's Veterans. Any proposed highway or bridge improvement plans or actions that might affect the historic gravesites, landscape, or the serene environment of Wood National Cemetery will not be viewed favorably by the National Cemetery Administration or Department of Veterans Affairs.

Wood National Cemetery is listed on the National Register and it is a component of the Northwestern Branch-National Home for Disabled Volunteer Soldiers National Historic Landmark, designated in 2011. As such, coordination of all study findings, alternatives and recommendations that could potentially affect Wood National Cemetery would require consultation with the National Park Service, Advisory Council on Historic Preservation (16 U.S.C. 470h-2(f)), and Wisconsin SHPO per 36 CFR Part 800. Federal requirements for historic preservation consultation for National Historic Landmarks is described at the following website <http://www.achp.gov/regs-nhl.html> and NCA believes that FHWA/DOT is the lead agency for this. Ms. Payant can you please confirm if that is correct?

NCA remains very interested in the process for your ongoing study and intends to be an active participant in the entire review process. Ms. Payant, have you also included representatives from Zablocki VA Medical Center in your process?

Thank you for providing NCA with the opportunity to participate in your continuing process as it moves forward.

Glenn

Glenn Madderom

Chief, Cemetery Development and Improvement Service

575 N. Pennsylvania St, Room 495

Indianapolis, IN 46204-1581

Phone: 317-916-3797

Cell: 317-409-1634 FAX: 317-226-0206

From: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

Sent: Friday, November 02, 2012 4:21 PM

To: 'Anthony.D.Jernigan@usace.army.mil'; 'Westlake.Kenneth@epa.gov'; 'Michele_Curran@nps.gov'; Madderom, Glenn; Richburg, Alphaeus L.; Thompson, Michael C - DNR; 'Brian.Dranzik@milwcnty.com'; Polenske, Jeff; 'pdaniels@ci.west-allis.wi.us'; Yunker, Ken

Cc: Waldschmidt, Jay - DOT; 'Bethaney.Bacher-Gresock@dot.gov'; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; 'Mary O'Brien'

Subject: Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, Wisconsin

Mr. Madderom,

Thank you for your comments on Draft Purpose and Need statement for the I-94 East-West corridor study. I would like to ensure you that all your comments are being considered during development of design alternatives for the project.

At this point of the study, we are preparing for our second round of Public Information Meetings (PIM#2) to be held on December 5 and 6. During the PIM#2, we will be presenting a wide range of preliminary design concepts to the public for the first time. The design concepts will include several options for the section of I-94 through the cemetery. We would like to share some of the relevant options with you prior to December 5. I will be contacting Mr. Alphaeus Richburg shortly in an effort to arrange for another meeting with you to discuss options that have been developed so far and obtain your preliminary input. Please keep in mind that nothing should be considered final at this time - it is still very early in the process.

You have also asked a couple of questions in your e-mail below. Just to confirm, FHWA and WisDOT are the lead agencies for this study. Also, regarding our contacts with Zablocki VA Medical Center - we had contacts with Mr. Gary J. Kunich, Public Affairs Officer of Milwaukee VA Medical Center earlier this year. However, we haven't heard from them recently. We are planning on contacting the Milwaukee VA Medical Center to check on their desired level of involvement in the project and to let them know about the upcoming PIM#2.

Again, thank you for your comments and your participation in the project.

Dobra Payant

From: Moran, Thomas (CFM) [<mailto:Thomas.Moran2@va.gov>]

Sent: Thursday, July 25, 2013 6:12 PM

To: Payant, Dobra - DOT; Lynch, Jason - DOT

Cc: Madderom, Glenn; Houterman, Christian; Leach, Sara Amy; Koerting, Thomas D.; Powers, Glenn (SES); Post, Jacqueline (CFM); Tyson, Patricia (Tish); Wright, Kimberly (SES); Schamel, Kathleen (CFM); Richburg, Alphaeus L.; Howard, Tom (NCA); Gemmell, James; Cryer, Matthew A.; McLain, James; Beller, Robert (SES); Walker, Brian E.; Ohman, Diana J. (SES); D'Amato, Sue; Mobley, Mark; Dantoin, Kenneth

Subject: VA Review Comments - Draft Section 2, Alternatives Considered, for the I-94 East-West study

Dobra Payant / Jason Lynch:

The Department of Veterans Affairs (VA) thanks WisDOT for the opportunity to provide comments regarding the above noted proposed action. VA provides the following written public comments to the draft National Environmental Policy Act (NEPA) Environmental Impact Statement (EIS) document, Section 2, Alternatives Considered.

Please note that all three VA Administrations, Veterans Health (VHA), National Cemetery (NCA), and Veterans Benefits (VBA) will be impacted by this proposed project. While their missions are obviously quite different, all would be impacted in several resource areas, specifically: transportation / traffic; visual / viewshed; cultural resources; and noise. In general, the probable impacts to the NCA cemetery are driven by its close proximity; while the probable impacts to the VHA Medical Center and the VBA Center are driven by traffic / transportation issues, having a markedly greater numbers of staff, volunteer personnel, Veterans (whether medical patients or benefits clients) and patient visitors.

Based upon series of recent direct communications, VA understands the following:

1. The likely option that will go forward in future iterations of this study is the stacked freeway.
2. The existing Gen Mitchell on/off ramps are proposed to be eliminated under all remaining options.
3. The narrowed list of Stadium interchange options still under consideration by WisDOT are shown by Exhibits 2-16 and 2-18 in the Draft document. All other interchange options that were included in this review package have been eliminated from consideration.
4. None of the remaining roadway / interchange options still under consideration require WisDOT to request NCA property or relocate gravesites. All remaining options stay within DOT right of way.

Based upon these proposed project understandings and general assessment presumed impacts thereof, VA provides the following NEPA comments:

1. For a variety of reasons, including safety, evacuation, and traffic congestion, VA stresses the continued need for a North access route to VA campus to remain available.
2. Due to transportation conflicts during use of Miller Field complex, VA stresses the continued need for this North access route to be independent of the Miller Field General Mitchell Blvd entrance/exit.
3. Furthering these comments, if the current (Zablocki) bridge over I-94 is removed, a replacement bridge (such as shown in Exhibit 2-9, Alternative C-2) or segregated underpass for North / South access should be incorporated into the proposed project.

4. For any of the proposed project options which have some vertical element (ex. "All Up" and "Split Up/Down") in the "Cemetery Segment", VA has great concern regarding design of the sidewalls with respect to visual and/or noise impacts. VA encourages WisDOT to incorporate features such as full walls, decorative feature in/on sidewalls, use of vegetation, among others, to minimize noise and/or visual impacts.
5. Modified S2 (Exhibit 2-16) provides for better segregation of Miller Field vs VA traffic than does Modified S3 (Exhibit 2-18), even though neither one of these alternatives allows for continues connection of Zablocki across I-94.
6. Sidewalls for the proposed upper deck lanes should be high enough for minimization of noise and visual impacts. These sidewalls should also have similar treatment(s) as those outlined in Comment 4 above.
7. A 3D sun study evaluation for each of the stacked freeway options should be accomplished to determine how much shade would be projected onto cemetery property, and therefore impacts to maintaining healthy turf in National Cemetery.
8. Adequate signage needs to be maintained regarding access to VA Medical Center and National Cemetery in any scheme selected.
9. Continuing formal historic consultation is required regarding this proposed project based upon the National Register status of both the National Cemetery and the Medical Center. VA looks forward to continuing these, and other, discussions and comment submittals regarding this important project for the transportation needs of the area.

tanx,

Thomas W. Moran, P.E.

Environmental Engineer

Department of Veterans Affairs

Construction Facilities Management

425 I Street

Washington, DC 20001

202-632-5375

202 -590-2330 BB



DEPARTMENT OF VETERANS AFFAIRS
VA GREAT LAKES HEALTH CARE SYSTEM
Clement J. Zablocki VA Medical Center
5000 West National Avenue
Milwaukee, WI 53295

October 30, 2013

Mr. Jason Lynch
Project Manager
WisDOT
141 N.W. Barstow Street
Waukesha, WI 53118

Dear Mr. Lynch


For the past few months the Clement J. Zablocki VA Medical Center has been monitoring the Interstate 94 project. It has been brought to my attention that one of the proposals would remove the access ramps from Hawley Road. Pursuing this proposal would effect over 4,500 employees, volunteers and students working at the VA Medical Center and Regional VA Benefits Office. This proposal would further impede access to over 700,000 annual Veteran visits to the VA Medical Campus.

Please consider these factors in pursuing a solution. The VA's contact person for this project is:

Matthew Cryer, Program Manager
Milwaukee VAMC
414-384-2000 x45716
matthew.cryer@va.gov

Please let us know of any questions with regard to this letter.

Sincerely,


Robert H. Beller, FACHE
Medical Center Director

From: Payant, Dobra - DOT
Sent: Friday, April 11, 2014 3:39 PM
To: 'Madderom, Glenn'; 'Thomas.Moran2@va.gov'
Cc: Lynch, Jason - DOT; Treazise, Michael - DOT; Webb, Charlie; Goldsworthy, Benjamin; DOT
Subject: DTSD SE SEF I94EW Doc Control
 Response to VA comments on draft Section 2, Alternatives Considered, for I-94 East-West Corridor Study in Milwaukee Co., Wisconsin

Glenn and Tom,

As you requested during our last Cooperating and Participating Agency meeting in January, attached are the responses to your comments (provided by Mr. Thomas Moran, see the second attachment below) on draft Section 2, Alternatives Considered, of the Draft Environmental Impact Statement (DEIS).



140411 VA Section VA Sec 2 comments2-23_Relocated_Mit2-19_Stadium_S3.54-12_Zablocki_Dr_RPIM_3-18d_Key_Ob
 2 response.p... w brackets.p... chell_Blvd_I... _v14.pdf econstructio... eservation Poi...

Please let me know if you have any questions re. this response or would like to set up a meeting.

Thank you.

Dobra

Dobrogniewa (Dobra) S. Payant, P.E.

WisDOT SE Region

I-94 East-West Study Team

141 NW Barstow Street

Waukesha, WI 53187-0798

(414) 750-2677

From: Moran, Thomas (CFM) [<mailto:Thomas.Moran2@va.gov>]

Sent: Thursday, July 25, 2013 6:12 PM

To: Payant, Dobra - DOT; Lynch, Jason - DOT

Cc: Madderom, Glenn; Houterman, Christian; Leach, Sara Amy; Koerting, Thomas D.; Powers, Glenn (SES); Post, Jacqueline (CFM); Tyson, Patricia (Tish); Wright, Kimberly (SES); Schamel, Kathleen (CFM); Richburg, Alphaeus L.; Howard, Tom (NCA); Gemmell, James; Cryer, Matthew A.; McLain, James; Beller, Robert (SES); Walker, Brian E.; Ohman, Diana J. (SES); D'Amato, Sue; Mobley, Mark; Dantoin, Kenneth

Subject: VA Review Comments - Draft Section 2, Alternatives Considered, for the I-94 East-West study

Dobra Payant / Jason Lynch:

The Department of Veterans Affairs (VA) thanks WisDOT for the opportunity to provide comments regarding the above noted proposed action. VA provides the following written public comments to the draft National Environmental Policy Act (NEPA) Environmental Impact Statement (EIS) document, Section 2, Alternatives Considered.

Please note that all three VA Administrations, Veterans Health (VHA), National Cemetery (NCA), and Veterans Benefits (VBA) will be impacted by this proposed project. While their missions are obviously quite different, all would be impacted in several resource areas, specifically: transportation / traffic; visual / viewshed; cultural resources; and noise. In general, the probable impacts to the NCA cemetery are driven by its close proximity; while the probable impacts to the VHA Medical Center and the VBA Center are driven by traffic / transportation issues, having a markedly greater numbers of staff, volunteer personnel, Veterans (whether medical patients or benefits clients) and patient visitors.

Based upon series of recent direct communications, VA understands the following:

- 1 [1. The likely option that will go forward in future iterations of this study is the stacked freeway.
- 2 [2. The existing Gen Mitchell on/off ramps are proposed to be eliminated under all remaining options.
- 3 [3. The narrowed list of Stadium interchange options still under consideration by WisDOT are shown by Exhibits 2-16 and 2-18 in the Draft document. All other interchange options that were included in this review package have been eliminated from consideration.
- 4 [4. None of the remaining roadway / interchange options still under consideration require WisDOT to request NCA property or relocate gravesites. All remaining options stay within DOT right of way.

Based upon these proposed project understandings and general assessment presumed impacts thereof, VA provides the following NEPA comments:

- 5 [1. For a variety of reasons, including safety, evacuation, and traffic congestion, VA stresses the continued need for a North access route to VA campus to remain available.
- 6 [2. Due to transportation conflicts during use of Miller Field complex, VA stresses the continued need for this North access route to be independent of the Miller Field General Mitchell Blvd entrance/exit.

- 7 [3. Furthering these comments, if the current (Zablocki) bridge over I-94 is removed, a replacement bridge (such as shown in Exhibit 2-9, Alternative C-2) or segregated underpass for North / South access should be incorporated into the proposed project.
- 8 [4. For any of the proposed project options which have some vertical element (ex. "All Up" and "Split Up/Down") in the "Cemetery Segment", VA has great concern regarding design of the sidewalls with respect to visual and/or noise impacts. VA encourages WisDOT to incorporate features such as full walls, decorative feature in/on sidewalls, use of vegetation, among others, to minimize noise and/or visual impacts.
- 9 [5. Modified S2 (Exhibit 2-16) provides for better segregation of Miller Field vs VA traffic than does Modified S3 (Exhibit 2-18), even though neither one of these alternatives allows for continues connection of Zablocki across I-94.
- 10 [6. Sidewalls for the proposed upper deck lanes should be high enough for minimization of noise and visual impacts. These sidewalls should also have similar treatment(s) as those outlined in Comment 4 above.
- 11 [7. A 3D sun study evaluation for each of the stacked freeway options should be accomplished to determine how much shade would be projected onto cemetery property, and therefore impacts to maintaining healthy turf in National Cemetery.
- 12 [8. Adequate signage needs to be maintained regarding access to VA Medical Center and National Cemetery in any scheme selected.
- 13 [9. Continuing formal historic consultation is required regarding this proposed project based upon the National Register status of both the National Cemetery and the Medical Center.

VA looks forward to continuing these, and other, discussions and comment submittals regarding this important project for the transportation needs of the area.

tanx,

Thomas W. Morax, P.E.

Environmental Engineer

Department of Veterans Affairs

Construction Facilities Management

425 I Street

Washington, DC 20001

202-632-5375

202-590-2330 BB

Response to July 25, 2013 e-mail from the Department of Veterans Affairs (VA) regarding Section 2, Alternatives Considered, of the I-94 East-West Corridor Study Draft EIS

1. At this point in the study process, both the At-Grade alternative (formerly named Alternative C2) and the Double Deck alternative (formerly named Modified Alternative C5), either in the all up or partial down configuration, remain viable alternatives in the segment where I-94 passes between the Wood National Cemetery. No decision has been made on a preferred alternative for this area.

The Draft Environmental Impact Statement (EIS) will not identify a preferred alternative. Both the At-Grade and Double Deck alternatives will be presented at the public hearing following the release of the Draft EIS in late-2014, allowing for additional agency and public input. Based on this input and additional evaluation of the alternatives, an alternative will be selected and that selection will be documented in the Final EIS. WisDOT and FHWA encourage comments throughout the study process regarding these alternatives.

2. This statement is correct. Under both the At-Grade and Double Deck alternatives, the Mitchell Boulevard interchange will be removed. Mitchell Boulevard will continue to cross under I-94 as it does today. To replace the loss of access to and from I-94 at Mitchell Boulevard, a new service interchange will be built approximately 0.5 mile to the east of the existing Mitchell Boulevard interchange, near the Stadium Interchange. This new service interchange will be embedded within the reconstructed Stadium Interchange. The interchange ramps will connect to 44th Street and a new local road that will be built west of the Stadium Interchange (tentatively referred to as 46th Street). See attached Exhibit 2-23 for an overview of the new service interchange.
3. The Single Point Interchange with Free Flow Ramps from I-94 alternative (formerly named Modified Alternative S3) is the only Stadium Interchange alternative that remains under consideration. Please see attached Exhibit 2-19.
4. This statement is correct. No alternatives will acquire NCA property or relocate any graves.
5. Under all alternatives, access routes to and from the VA Campus from the north will remain in place.

Under the At-Grade alternative, Zablocki Drive and Mitchell Boulevard will remain in the same locations and continue to provide access to/from the VA Campus and Bluemound Road. Under both the All Up and Partial Down options of Double Deck alternative, Mitchell Boulevard would remain in its current location and Zablocki Drive would be routed immediately to the west of, but separate, from Mitchell Boulevard. Both roads will travel under I-94, with Zablocki Drive providing a connection to/from the VA Campus and Bluemound Road while Mitchell Boulevard would no longer provide access to the VA Campus. Please see attached Exhibit 4-12 and the following table for additional information regarding these alternatives.

	Zablocki Drive	Mitchell Blvd.
At-Grade alternative	Over I-94 in current location	Under I-94 in current location
Double Deck alternative		
All Up	Under I-94 near Mitchell Blvd.	Under I-94 in current location
Partial Down	Under I-94 near Mitchell Blvd.	Under I-94 in current location

6. Per previous VA requests, the Zablocki Drive connection to the VA Campus would remain separate from Mitchell Boulevard under every alternative.
7. Under the At-Grade alternative, the existing Zablocki Drive bridge would be replaced by a longer bridge in the same location. The new bridge and the approach roadway on either side of the bridge would be higher and potentially wider to provide adequate clearance over I-94, which would be raised 3 to 5 feet under the At-Grade alternative. Under the Double Deck alternative, either the All Up or Partial Down options, Zablocki Drive would be moved and located immediately west of Mitchell Boulevard. North of I-94, Zablocki Drive would be separated from Mitchell Boulevard so that Miller Park game-day traffic would not conflict with VA traffic. Zablocki Drive would cross under I-94 next to Mitchell Boulevard.
8. If the Double Deck alternative is selected as the preferred alternative, potential mitigation elements will be developed to mitigate the impacts to the VA Campus. Mitigation options include visual screening on the freeway that, as suggested previously by the VA, would potentially depict an image that fits the setting of the National Cemetery, and the use of trees/shrubs, where possible, to screen/diminish the size of the walls of the double deck freeway.

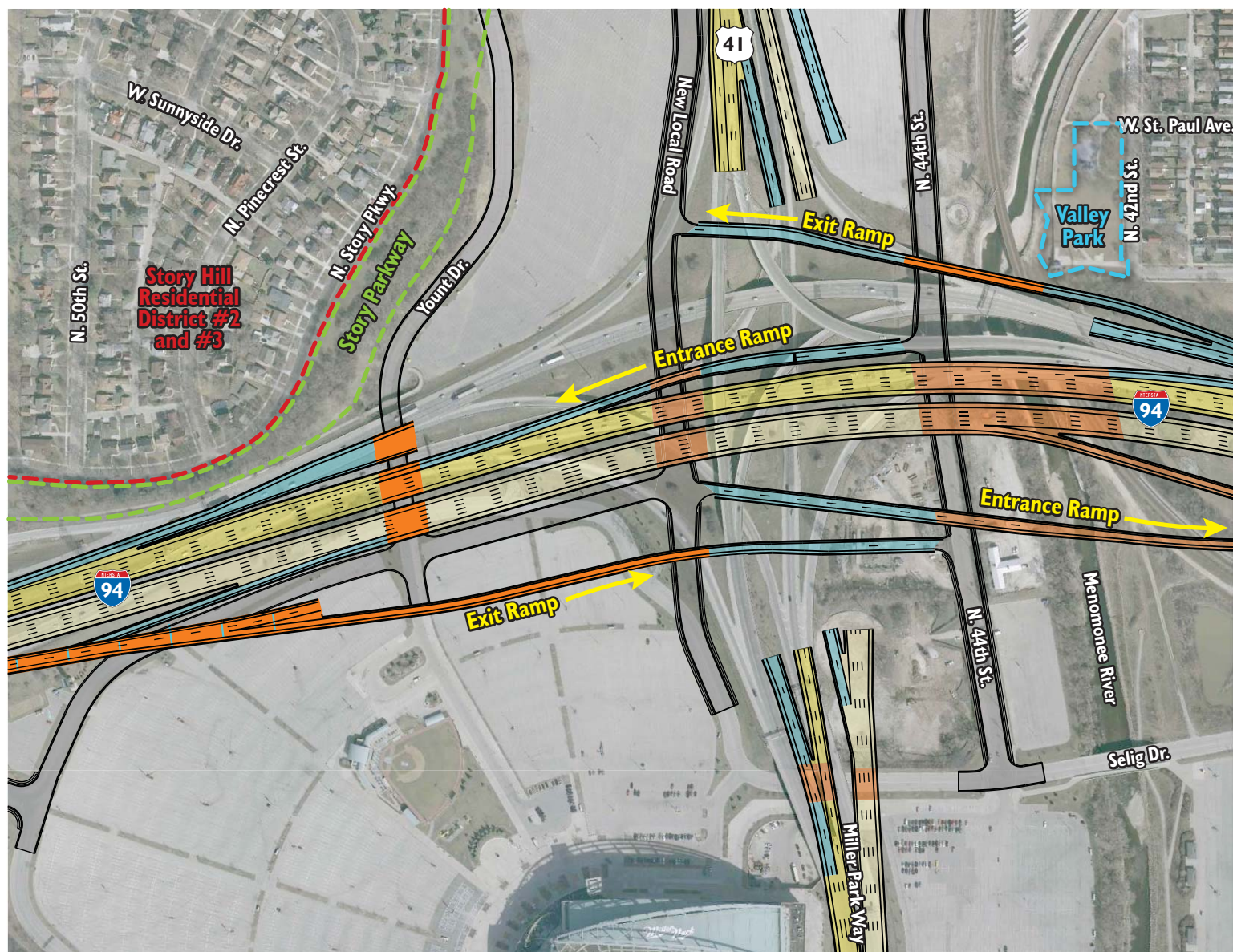
Additionally, the side of the double deck freeway could be built so that it would be open, except for the concrete columns that would hold up the upper level. Those looking at the double deck freeway would be able to see and hear traffic on the lower level of the freeway. However, open sides would also allow views through the double deck to the other side of the cemetery from some, but not all, vantage points. The side of the double deck could also be constructed so that it is closed, meaning the side of the double deck would appear as a solid wall. Traffic on the lower level would not be visible from the cemetery, but there would be no views to the other side of the cemetery. Additionally, constructing the double deck with a solid wall requires the need for mechanical ventilation along the lower level to assist with air flow. WisDOT will work with the VA and the other Section 106 consulting parties to decide upon the best design for the walls of the double deck structure. See Exhibit 3-18d for an example of what the double deck options could look like near the Cemetery.

Additional potential mitigation measures will be developed during project design.

9. As noted in response #3, the Single Point Interchange with Free Flow Ramps from I-94 alternative is the only Stadium Interchange alternative that remains under consideration. Access to and from the VA Campus via Zablocki Drive would remain via the existing Zablocki Drive location under At-Grade alternative or the new Zablocki Drive location under the Double Deck alternative. This allows for VA Campus traffic and Miller Park traffic to be segregated. Exhibit 2-

19 showing the Single Point Interchange with Free Flow Ramps from I-94 alternative was revised to show the connection between the VA campus and Zablocki Drive.

10. Please see response #8.
11. A solar analysis was conducted in response to a VA request regarding the potential of areas north of the double-deck structure being in constant shade. The analysis looked at shading at two locations in the cemetery segment at both the summer solstice (usually June 21) and winter solstice (usually December 21). In the winter months, areas closest to the north side of I-94 may be shaded for the entire day. During the summer, there would be sunlight on most of the ground. A 0-10-foot strip of land, directly adjacent to I-94, would experience shading during a large portion of the day, but the area would see enough sun to continue growing. With the right seed mixture it would only need about two hours of sun per day in order to grow. WisDOT will continue to work with the VA Campus team to address the issue to the VA's satisfaction. This includes developing a special grass seed mix (perhaps one that is 70%-80% fescue), in collaboration with VA, to have a grass that grows in shaded conditions. A short technical report regarding the project's potential solar impact on Wood National Cemetery will be provided to the VA. WisDOT met with Al Richburg on February 21, 2014 to discuss this issue and will have continuing discussions.
12. WisDOT will continue to coordinate with the VA regarding signage on I-94.
13. WisDOT is meeting monthly with the Section 106 consulting parties, including the NCA, VA Medical Center, and VA HPO, to discuss the project and its potential impact on historic structures/districts, including the Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark and Soldiers' Home National Register District.

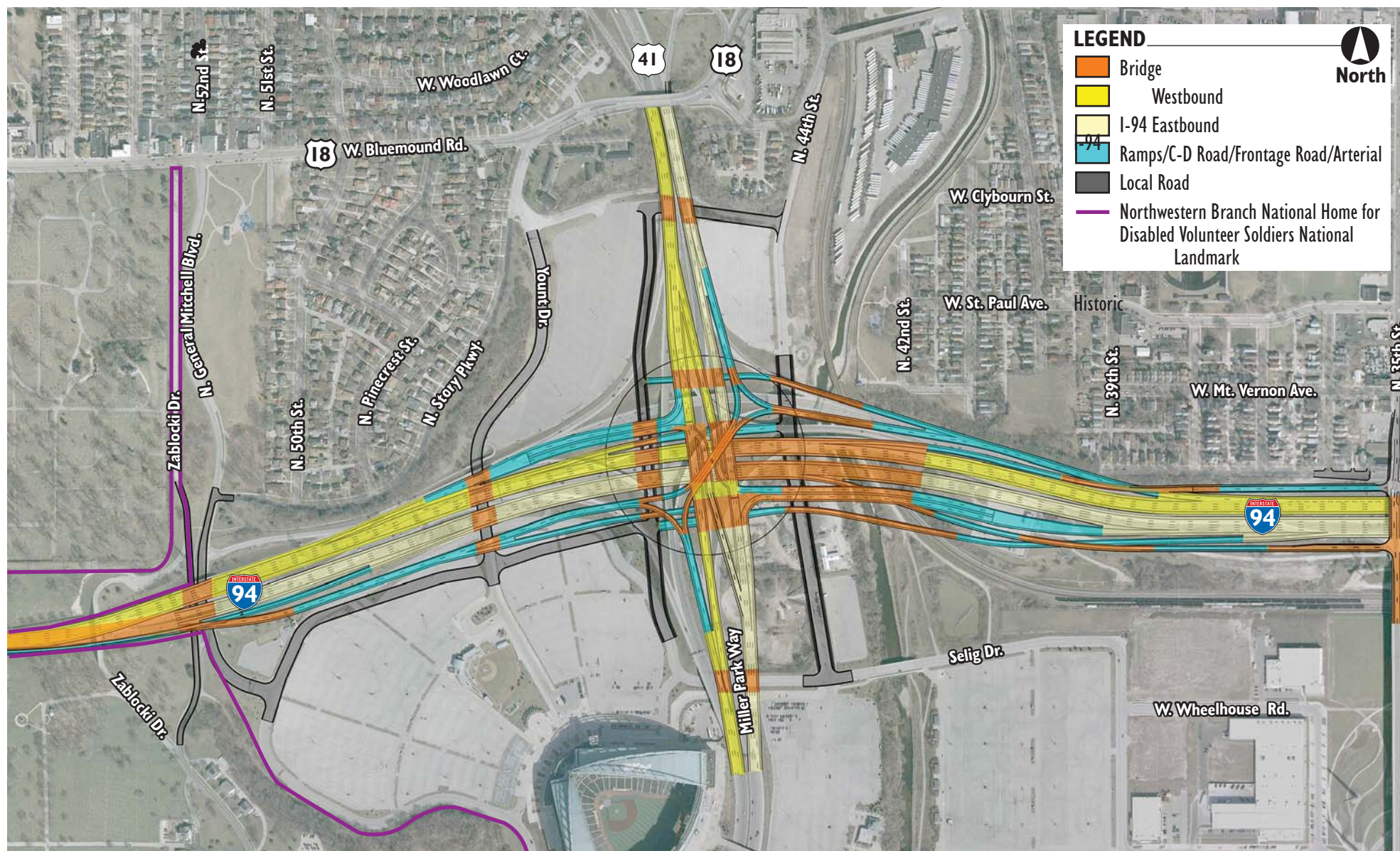
**LEGEND**

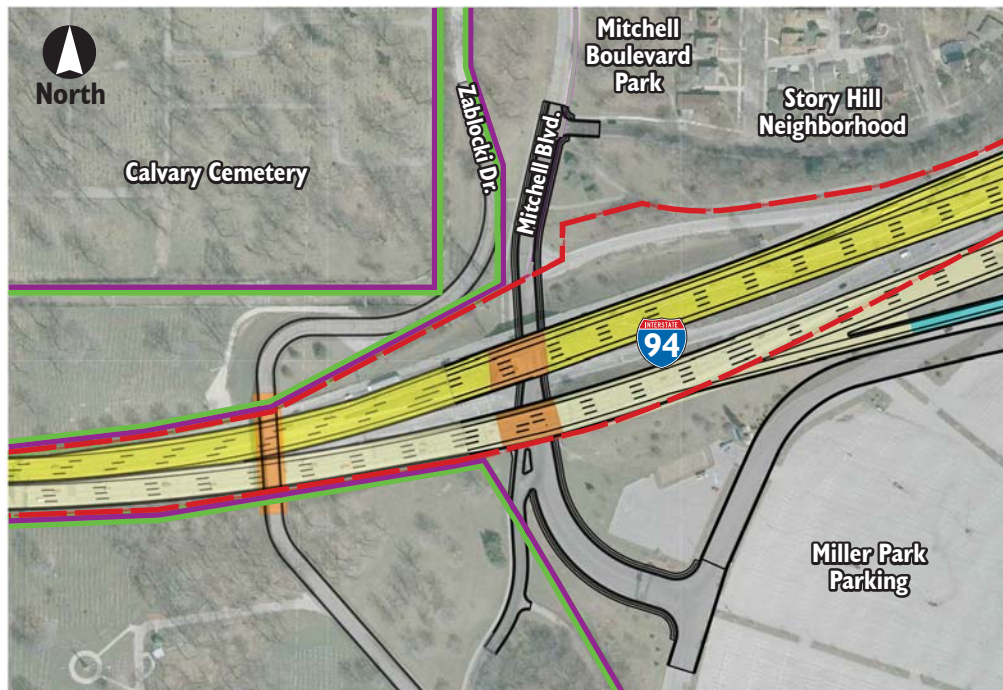
- I-94 WB/US 41 SB
- I-94 EB/US 41 NB
- C-D Road/System Ramp/Service Ramp
- Local Road
- Story Hill Residential District #2 and #3
- Valley Park
- Story Parkway
- Stor



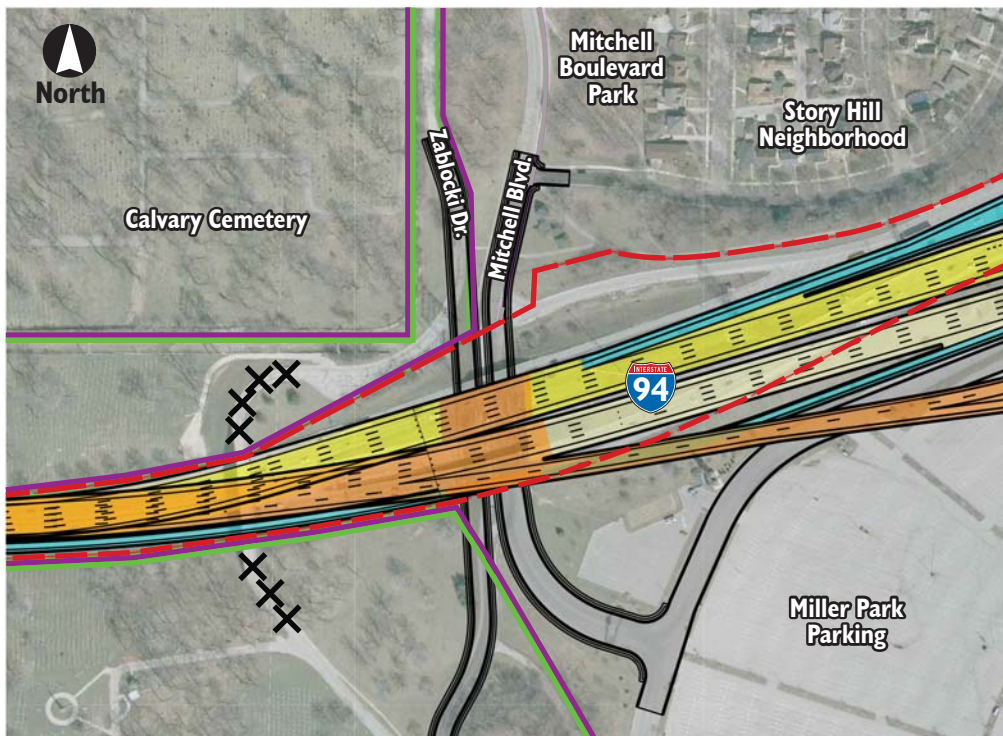
NOTE:
US 41 and system interchange ramps have been removed from exhibits for clarity.







The Zablocki Drive bridge over I-94 would be replaced by a longer bridge in the same location (At Grade).



Zablocki Drive would be moved east toward Mitchell Boulevard and would cross under I-94 next to Mitchell Boulevard (All Up and Partial Down).

LEGEND

Northwestern Branch National
Home for Disabled Volunteer
Soldiers National Historic Landmark

WisDOT Right of Way
VA Property

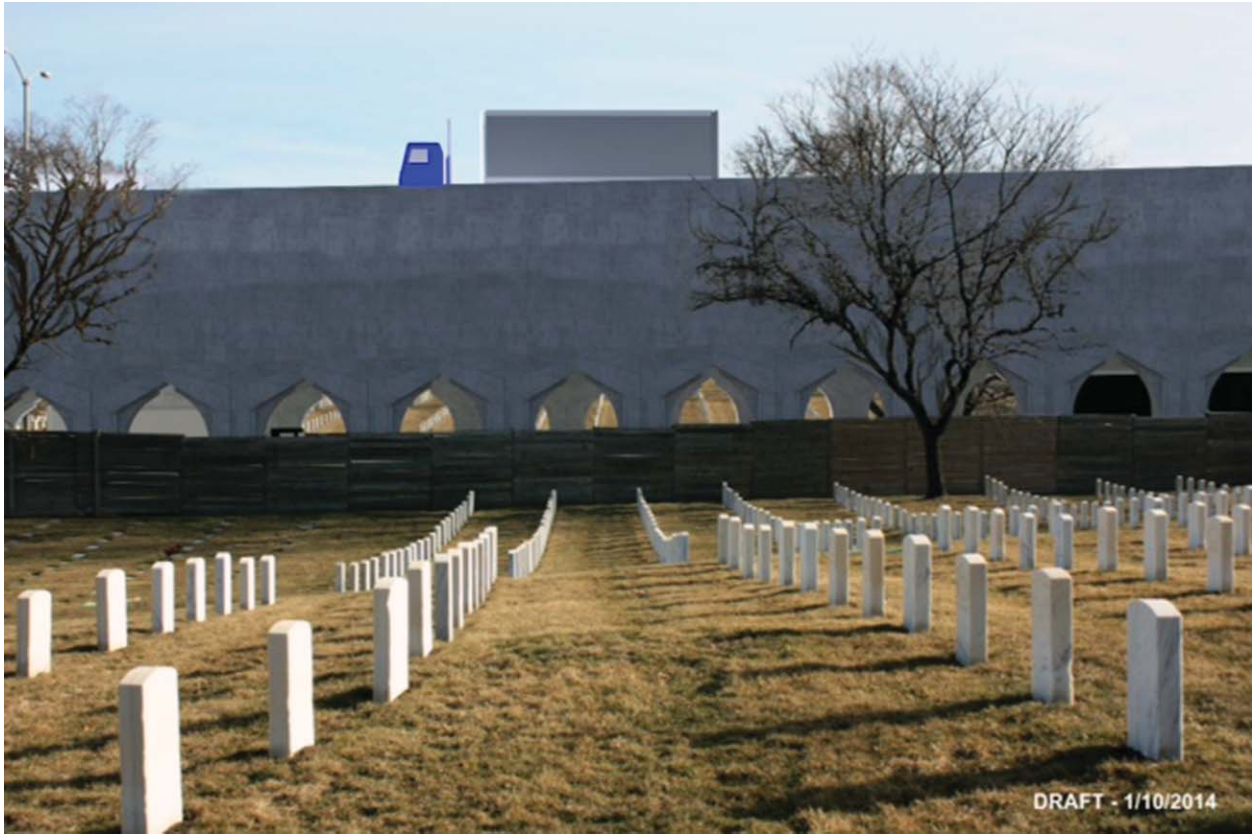


Exhibit 4-12

Zablocki Drive Reconstruction Options



Existing Condition: From Wood National Cemetery (north side of I-94) looking south at I-94 and main part of Wood National Cemetery beyond.



Simulation: Double Deck Alternative with the Partial Down alignment and openings on the lower deck.



Simulation: Double Deck Alternative with the All Up alignment.



Simulation: Double Deck Alternative with the All Up alignment and openings on the lower deck.

From: Madderom, Glenn [mailto:Glenn.Madderom@va.gov]

Sent: Friday, April 25, 2014 4:02 PM

To: Payant, Dobra - DOT; Bethaney.Bacher-Gresock@dot.gov

Cc: Houterman, Christian; Leach, Sara Amy; Powers, Glenn (SES); Tyson, Patricia (Tish); Wright, Kimberly (SES); Howard, Tom (NCA); Gemmell, James; Cryer, Matthew A.; McLain, James D.; Elliott, Glenn (CFM); Moran, Thomas (CFM); Hooker III, William E.; King, Wayne O.; Young, Peter; Schamel, Kathleen (CFM); Koerting, Thomas D.; Walker, Brian E.; Beller, Robert (SES); Post, Jacqueline (CFM); Ohman, Diana J. (SES); D'Amato, Sue

Subject: VA/NCA Response Comments from 4/22/14 Section 106 meeting I-94 East-West Corridor Study, Milwaukee, WI

Ms. Payant/Ms. Bacher-Gresock;

Thank you for the opportunity to provide feedback and response comments as part of the April 22, 2014 Section 106 consultation meeting for the I-94 East-West Corridor Study. In response to your April 23, 2014 message below, here are VA and National Cemetery Administration (NCA) concerns about the I-94 study options that are currently being considered for both the "At Grade" and "Double Deck" highway options.

- 1) Noise study information that has been provided appears to indicate that noise levels will increase inside the national cemetery. NCA considers that to be an adverse effect to Wood National Cemetery requiring mitigation. As discussed during the meeting today potential solutions should be considered to mitigate additional noise, such as full enclosure of the lower deck to contain noise within the lower level, and inclusion of appropriately sized sound walls on the upper level to deflect noise away from the historic national cemetery grounds. NCA also feels that our site falls under the noise criteria A and not C. While WisDot guidance may categorize the site under C for being a cemetery, the definition under A is a direct match to that of Wood National Cemetery which is a national shrine historic property.
- 2) There are also many unanswered questions regarding the accuracy of the noise study depicting potential impacts to the property. Specifically where the field measurements were taken and the discrepancy in the document table depicting field measurements, modeled decibels, and the changes in those volumes. This is connected to the discussion of impacts to the character of the historic site under Section 106 and Section 4(f).
- 3) The graphic renderings provided to date indicate that proposed Double Deck highway options will divide the North portion of the national cemetery from the South portion with a visually overwhelming concrete structure. NCA considers that to be an adverse effect to Wood National Cemetery requiring mitigation. As discussed during the meeting today, potential mitigation solutions should be considered to reduce the harsh and visually overwhelming appearance of the proposed highway structures, such as using decorative/textured concrete finishes, embossing/etching/forming patriotic or historic images into the exposed concrete sidewalls of the structure, or using other architectural methods to lessen the visual impact, etc.
- 4) NCA remains concerned about the potential for perpetual shading occurring onto historic national cemetery grounds/turf. This issue will require close attention as structure and sound wall heights are being considered to ensure that gravesites on either side of the I-94 highway are not being placed into

perpetual shade environment. This concern relates to not only the operational aspects of the cemetery but also to the Historic Character of the cemetery.

- 5) The National Cemetery needs to be called out as a separate resource since it's the parcel that will be affected by the options being studied. Lumping it in with the NHL and NR district buries it within the greater Medical Center. VA disagrees with a conditional no adverse effect (CNAE) for the "at grade" option. VA was not even called out in the group that discussed this and made the CNAE. Increasing traffic will have audible (despite the sound study) and visual effects to the closest graves which in VA's opinion is an adverse effect. For the "at grade" option, VA would request sound wall and/or other types of appropriate mitigation to reduce the increased visual and noise affects that would occur on the historic national shrine cemetery property.
- 6) The National Cemetery impacts fall under Section 4(f) for impacts related to Historic Properties as well as separately under Park/Recreational lands open to the public criteria. We feel that a 4(f) discussion needs to happen prior to a decision being made under Section 106 due to the fact that mitigation associated with all of the alternatives may also affect historic characteristics of the site. As an example a sound wall to decrease noise impacts under 4(f) may be an adverse action regarding the "at grade" alternative.

Thanks, Glenn
 Glenn Madderom
 Chief, Cemetery Development & Improvement Service
 National Cemetery Administration
 575 N. Pennsylvania St. Room 495
 Indianapolis, IN 46204
 Phone; 317-916-3797
 Cell; 317-409-1634

From: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

Sent: Wednesday, April 23, 2014 1:29 PM

To: 'Michele_Curran@nps.gov'; Madderom, Glenn; 'Carlen.hatala@milwaukee.gov'; 'mjarosz@uwm.edu'; 'Melissa Cook'; 'anthony.d.jernigan@usace.army.mil'; Leach, Sara Amy; Schamel, Kathleen (CFM); 'emerritt@savingplaces.org'; 'dawnhmcc@gmail.com'; 'melizabethdaniels@gmail.com'; 'GScheurell@savingplaces.org'; Cryer, Matthew A.; Pulak, Douglas D. (CFM); 'clegard@achp.gov'; 'Bethaney.Bacher-Gresock@dot.gov'; Kennedy, Jason - DOT; Becker, James - DOT; Webb, Charlie; 'dkeene@arch-res.com'; 'jnvogel@hrltd.org'; Lynch, Jason - DOT; 'tem@tds.net'; Heimlich, Brad; Kaurich, Tracy A - DOT (DTSD Consultant); 'dfugenschuh@milwaukeehistory.net'; Smith, Cameron E - DOT; Dole, Keegan J - DOT; 'Brian Lusher'; 'Charlie.Webb@CH2M.com'; Madderom, Glenn; 'Hatala, Carlen'; 'MaryAnn.Naber@dot.gov'; 'Michele Curran'; 'hazem.isawi@dot.gov'; 'Sara.Orton@CH2M.com'; Rohde, Andrew T - DOT; McKinney, Sean W - DOT; Gates, Dylan P - DOT; Koerting, Thomas D.; Ohman, Diana J. (SES); 'champat@archmil.org'; 'whited@enr.wisc.edu'; 'hkarsh@gmail.com'; Cook, Kimberly A - WHS; Draeger, Jim R - WHS; 'Dave Cleary'; Banker, Sherman J - WHS; Livermore, Jacob J - DOT; 'Jernigan, Anthony D MVP'; 'Zachary.Bentzler@ch2m.com'; Goldsworthy, Benjamin; Bliesner, Brian - DOT; Penkiunas, Daina J - WHS; Elliott, Glenn (CFM); 'Robert Curry'; Hooker III, William E.; 'jensustar@yahoo.com'; Janowski, William B.; Treazise, Michael - DOT; 'Tom.Pettit@CH2M.com'

Cc: 'Bethaney.Bacher-Gresock@dot.gov'; DOT DTSD SE SEF I94EW Doc Control

Subject: [EXTERNAL] April 22, 2014 - Section 106 consultation meeting for I-94 East-West study, Milwaukee, Wisconsin

As a follow-up to our consultation meeting, I'm forwarding an electronic copy of the FHWA Memorandum, which Bethaney Bacher-Gresock/FHWA presented yesterday :

"FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St, Milwaukee, WI (Project ID 1060-27-00)"

Please provide your comments on the assessment of effects presented in this memo to Bethaney Bacher-Gresock/FHWA (Bethaney.Bacher-Gresock@dot.gov) by **May 23, 2014**.

Thank you for participating in the consultation process for our study.

From: Payant, Dobra - DOT
Sent: Tuesday, April 29, 2014 3:18 PM
To: 'Madderom, Glenn'
Cc: Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.; Richburg, Alphaeus L.; Bliesner, Brian - DOT; Lynch, Jason - DOT; Treazise, Michael - DOT; Webb, Charlie; Goldsworthy, Benjamin
Subject: RE: NCA Comments from 2/13/14 Meeting; I-94 East-West Corridor Study - Purpose and Need section of DEIS
Attachments: I-94 East-West Corridor Study, Milwaukee Co., Wisconsin; Noise Analysis within the Wood National Cemetery memorandum; 140221 VA Turf MEETING SUMMARY.PDF

Glenn,

I apologize that it took us a while to respond to your e-mail dated February 14, 2014. Below under each request (letters a. through e.), you will find WisDOT/FHWA responses (in purple). FHWA will be responding to your letter dated April 4, 2014 by separate cover.

Please feel free to contact me if you have any questions regarding information contain in this response.

Thank you.

Dobra Payant

From: Madderom, Glenn [mailto:Glenn.Madderom@va.gov]
Sent: Friday, February 14, 2014 1:40 PM
To: Payant, Dobra - DOT
Cc: Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.; Richburg, Alphaeus L.
Subject: NCA Comments from 2/13/14 Meeting; I-94 East-West Corridor Study - Purpose and Need section of DEIS

Dobra;

Based on discussions from yesterday's meeting, VA is requesting additional information from the DOT/FHWA team to evaluate the intensity of the impacts on VA's properties to identify potential mitigation. Here is a list of the information that is being requested by VA to evaluate those impacts:

a. Noise study that includes modeling of the alternatives.

The "Noise Analysis within the Wood National Cemetery" memorandum, dated April 4, 2014 was provided to the VA and all the Section 106 agencies in advance of the April 22, 2014 Section 106 meeting. Please see attached e-mail dated April 8, 2014. Due to numerous questions raised during our meeting on April 22, a separate teleconference will be scheduled within next couple of weeks to discuss the information contained in this noise memorandum. We are currently working on selecting a date/time for that conference call.

b. The draft Section 4(f) document containing the evaluation of the impacts to the cemetery under each alternative.

The Draft Section 4(f) evaluation is being developed and has not yet been completed. FHWA is considering the NCA's request to be provided the Draft Section 4(f) for early review, i.e., prior to the 45-day comment period of the Draft EIS. (According to the most up-to-date project schedule, FHWA and WisDOT anticipate signing the Draft EIS and circulating it for public and agency review in November 2014.)

c. A plan which depicts the shadowing effects that may be caused onto adjacent national cemetery grounds by each of the different alternatives.

WisDOT has performed the sunlight/shadowing effect analysis for the cemetery section for the double deck all up alternative. A video showing how much of the north part of the cemetery would be covered by a shadow was presented to Al Richburg during a meeting held on February 21, 2014. Attached are minutes from that meeting. We have saved the video on a CD, which will be mailed to you shortly.

d. A preliminary description on how the DOT will handle existing traffic to the cemetery and the disruption of cemetery operations associated with Zablocki Drive during construction.

The plans for handling the traffic during construction, staging plans, will depend on the alternative selected. Such detailed staging plans will be developed later in the project, after the study phase is completed (i.e., after ROD). At this time, WisDOT commits that connection between the north and south sides of the cemetery will be maintained at all times during construction. WisDOT will coordinate with the VA on an acceptable solution before the staging plans are finalized.

e. A description of how the proposed alternatives will interact with the realignment of the utilities such as the Power Transmission Tower.

The alignment of the transmission towers near the cemetery will not be moving. The towers may move east and west of the cemeteries but will be staying where they are near the cemeteries.

f. Any existing proposed mitigation measures associated with each alternative.

No specific mitigation has been proposed at this time. Again, the specific mitigation will depend on the alternative selected.

WisDOT will continue discussions with the VA and other consulting parties through the Section 106 process to obtain satisfactory mitigation for the project. WisDOT will continue working with the Wood National Cemetery staff to develop the plan for grass to grow in the shaded area north of the freeway in the event the double deck alternative is selected.

Thanks, Glenn

Glenn Madderom

Chief, Cemetery Development & Improvement Service

National Cemetery Administration

575 N. Pennsylvania St. Room 495

Indianapolis, IN 46204

Phone; 317-916-3797

Cell; 317-409-1634

From: Madderom, Glenn

Sent: Friday, February 14, 2014 11:48 AM

To: 'Payant, Dobra - DOT'

Cc: Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.; Richburg, Alphaeus L.

Subject: RE: I-94 East-West Corridor Study - Purpose and Need section of DEIS

Dobra;

I wanted to let you know that NCA will have some written comments/questions from yesterday's meeting that I will be submitting to you next week. Thank you for hosting the informative meeting.

Glenn

Glenn Madderom

Chief, Cemetery Development & Improvement Service

National Cemetery Administration

575 N. Pennsylvania St. Room 495

Indianapolis, IN 46204

Phone; 317-916-3797

Cell; 317-409-1634

From: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

Sent: Friday, February 14, 2014 11:43 AM

To: 'anthony.d.jernigan@usace.army.mil'; Richburg, Alphaeus L.; 'Michele_Curran@nps.gov'; Cryer, Matthew A.;

Madderom, Glenn; Thompson, Michael C - DNR; Hiebert, Christopher; 'clark.wantoch@milwcnty.gov';

'poole.elizabeth@epa.gov'; 'pdaniels@westalliswi.gov'; Wantoch, Clark; 'brian.drancik@milwcnty.com'; Polenske, Jeff;

'chris.fornal@milwaukee.gov'; Gemmell, James; Moran, Thomas (CFM); Schamel, Kathleen (CFM)

Cc: 'Bethaney.Bacher-Gresock@dot.gov'; Kaurich, Tracy A - DOT (DTSD Consultant); Webb, Charlie; Lynch, Jason - DOT;

Goldsworthy, Benjamin; Heimlich, Brad; Treazise, Michael - DOT; Mary O'Brien; Rohde, Andrew T - DOT; Livermore,

Jacob J - DOT; Dole, Keegan J - DOT; McKinney, Sean W - DOT; Gates, Dylan P - DOT; 'Kreig.Larson@dot.gov'; Matson,

Kathleen; Bliesner, Brian - DOT

Subject: [EXTERNAL] I-94 East-West Corridor Study - Purpose and Need section of DEIS

MEETING SUMMARY



I-94 East West Corridor Study - Shading in Wood National Cemetery

ATTENDEES: Al Richburg/VA -Wood National Cemetery
Mike Treazise/ WisDOT
Andy Rohde/ WisDOT
Ben Goldsworthy/CH2M Hill
Tom Kindschi/HNTB

COPY TO: Jason Lynch/WisDOT
Dobra Payant/WisDOT

PREPARED BY: Ben Goldsworthy/CH2M HILL

DATE: February 21, 2014

Members of the I-94 East-West Corridor study team met with Al Richburg, Director of Wood National Cemetery, to discuss potential impacts to the cemetery grounds if the Double Deck All-Up or Partial Down alternative is selected as the preferred alternative through the cemetery segment. The meeting focused on the area of Wood National Cemetery located north of I-94.

Ben Goldsworthy presented the results of a solar analysis showing how much of the north part of the cemetery would be covered by a shadow if the Double Deck All-Up alternative were selected. The roadway would be approximately 30 feet high and this represents the “worst-case scenario” in terms of shading in the cemetery. The Partial Down alternative would have shading impact on the cemetery grounds as well but the shading would be less. Ben showed an animation depicting what the shadows would look like throughout the day at four points during the year (Winter Solstice, Spring Equinox, Summer Solstice, Fall Equinox). During the summer, there would be sunlight on most of the ground. A 0-10-foot strip directly adjacent to I-94 would experience shading during a large portion of the day, but Tom noted the area would see enough sun to continue growing. With the right seed mixture it would only need about 2 hours of sun per day in order to grow. During the winter months, the shade could extend up to 250 feet in to the north part of the cemetery.

Al noted the area north of I-94 is the home of a former lakebed. Based on looking at aerial photos, the group determined the lake was filled at some point in the late 1950's. Based on this, the ground in that portion of the Cemetery is often sticky and wet. The entire northern section has a swampy feel. There is a need to reseed this area often in the summer because of the wet conditions and the ruts that occur as a result of mowing the area. Al noted it is tough to cut the area low, but it often takes up to two weeks for the area to dry out. Visitors are often concerned with the long grass and the ruts.

Al was concerned about what would happen in this area if there is no sunlight. Al also noted that he is attempting to install a French drain in this area to assist with draining the area of water. Tom Kindschi noted that drain tile may work best to help drain this area. This would help with growing grass. A study would need to be conducted in order to determine where the water would drain to. Al noted the graves are 3 feet apart so there were only limited locations where the drain tiles could be placed. Tom noted there are shade tolerant grass mixes that could be used in this segment of the cemetery, but those type of seed mixtures need dry soil to grow.

Al noted the existing grass in the area is some type of Kentucky Bluegrass. Tom stated that a mix with more fescue would be optimal for growth under the conditions described. Tom also noted that the grass would take about 2 years to mature and probably would not look great the first year.

Al noted that if the grass issues can be taken care of on the north side, the Wood National Cemetery would be more amenable to the All Up alternative.

Action Items:

- Ben will provide AI with a copy of the Solar Study video shown during the meeting.
- AI noted an issue with the retaining wall on the north side of the Zablocki Drive Bridge. WisDOT will look at their plans to see who has ownership of that wall.
- Set up future meeting between Tom and the Cemetery's turf experts to discuss potential mitigation issues on the north side of I-94.



MEMORANDUM

WISCONSIN DEPARTMENT OF TRANSPORTATION
DIVISION OF TRANSPORTATION SYSTEM DEVELOPMENT
SOUTHEAST REGIONAL OFFICE
141 N.W. BARSTOW STREET
P.O. BOX 798
WAUKESHA, WI 53187-0798

Date: April 4, 2014

To: Glenn Madderom/VA and Glenn Elliott/VA

From: Jason Lynch/WisDOT and Dobra Payant/WisDOT

Subject: Noise Analysis within the Wood National Cemetery

The purpose of this memorandum is to document how noise impacts were assessed within the Wood National Cemetery. The memorandum includes existing noise levels, modeled noise levels, and projected noise impacts.

Existing Noise Levels

Existing noise level measurements were conducted on June 13, 2013, at two locations in the Wood National Cemetery adjacent to the I-94 East-West Corridor. The measurements were made in accordance with FHWA guidelines using an integrating sound level analyzer meeting American National Standards Institute and International Electrical Commission Type 1 specifications. Noise measurements were conducted for a period of 20 minutes at each site. Traffic counts were taken at each site, concurrent with the noise measurements. **Table 1** presents the data collected at the two measurement sites (field sites) within the Wood National Cemetery. The locations of the field sites are shown on **Exhibit 3-22b** (shown as FS-5 and FS-6).

TABLE 1
Measured Existing Noise Levels

Field Site	Site Description and Distance From Road	Noise Level dBA L_{eq} (h)
5	Wood National Cemetery, 35 feet north of Civil War Soldiers and Sailors monument.	65
6	Wood National Cemetery, 200 feet north of I-94, west end of access road from Zablocki Dr.	63

Existing Noise Levels versus Modeled Noise Levels

The FHWA Traffic Noise Model[®] (TNM) Version 2.5 was used to model the field measurements, using traffic data counted during the measurements. WisDOT compared the field measurements to the output from TNM to assess the applicability of the model to the specific conditions in the study area.

Comparing the modeled noise levels to the field-measured noise levels confirms the applicability of the computer model to this project. Traffic counts concurrent with the noise measurements were taken at the two field sites within the Wood National Cemetery. The traffic data from these two sites were used in the model. The modeled traffic counts at the two sites compared within ± 3 dBA of the measured levels. This represents reasonable correlation since the human ear can barely distinguish a 3 dBA change in the $L_{eq}(1h)$ noise level in the urban environment. The site-by-site comparison is presented in **Table 2**.

TABLE 2
Comparison of Measured and Modeled Noise Levels

Field Site	Noise Level, dBA L_{eq}		Difference in Noise Level, dBA L_{eq} (Modeled Noise Level Minus Measured Noise Level)
	Measured	Modeled	
5	65	67	2
6	63	65	2

Noise Impacts

The determination of noise abatement measures and locations is within the framework of the Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise (FDM 23 Noise), effective July

28, 2011. FDM 23 Noise is WisDOT's FHWA approved interpretation of 23 CFR Part 772. The noise level criteria for considering barriers abutting various land uses are presented in **Table 3**. The noise level descriptor used is the equivalent sound level, $L_{eq}(1h)$, defined as the steady state sound level which, in a stated time period (usually one hour) contains the same sound energy as the actual time-varying sound.

Noise abatement measures will be considered when the predicted noise levels approach or exceed those values shown for the appropriate activity category in **Table 3**, or when the predicted traffic noise levels substantially exceed the existing noise levels. "Approach" is defined as being within 1 dBA less than the noise levels shown in **Table 3**. WisDOT has defined "substantially exceed" as an increase over existing noise levels of 15 decibels or more as being a noise impact.

TABLE 3
Noise Level Criteria for Considering Barriers

Activity Category	$L_{eq}(h)$ (dBA) ^a (Evaluation Criteria)	Description of Land Use Category
A	57 (Exterior)	Lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose.
B ^b	67 (Exterior)	Residential.
C ^b	67 (Exterior)	Active sport areas, amphitheaters, auditoriums, campgrounds, cemeteries, day care centers, hospitals, libraries, medical facilities, parks, picnic areas, places of worship, playgrounds, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, recreation areas, Section 4(f) sites, schools, television studios, trails and trail crossings.
D ^c	52 (Interior)	Auditoriums, day care centers, hospitals, libraries, medical facilities, places of worship, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, schools, and television studios.
E ^b	72 (Exterior)	Hotels, motels, offices, restaurants/bars, and other developed lands, properties or activities not included in A-D or F.
F	—	Agriculture, airports, bus yards, emergency services, industrial, logging, maintenance facilities, manufacturing, mining, rail yards, retail facilities, shipyards, utilities (water resources, water treatment, electrical), and warehousing.
G	—	Undeveloped lands that are not permitted.

^a "Leq" means the equivalent steady-state sound level, which in a stated period of time contains the same acoustic energy as the time-varying sound level during the same period. For purposes of measuring or predicting noise levels, a receptor is assumed to be at ear height, located 5 feet above ground surface. "Leq(h)" means the hourly value of Leq.

^b Includes undeveloped lands permitted for this activity category or publicly-owned recreation lands formally designated in a public agency's master plan.

^c Use of interior noise levels shall be limited to situations where a determination has been made that exterior abatement measures will not be feasible and reasonable and after exhausting all outdoor mitigation options.

Source: Wisconsin Department of Transportation, Facilities Development Manual, Chapter 23, Noise, Effective July 7, 2011.

The noise analysis consisted of four locations within the Wood National Cemetery; two of which are the field sites and two of which are sites from the noise model. The location of the modeled sites (N49 and N50) and field sites (FS-5 and FS-6) are shown on **Exhibit 3-22b**. **Tables 4A – 4C** summarize the results of the model's analysis for Alternative C2 (At-Grade), Alternative C5 (Double Deck-All Up), and Alternative C5 (Double Deck-Partial Down). The noise analysis was modeled using a fully-open lower level concept for Alternative C5 (Double Deck-All Up) and Alternative C5 (Double Deck-Partial Down). Under the fully-open lower level concept the noise levels along the double deck portion of I-94 would generally be higher than they would be with a fully-enclosed lower level concept or partially-enclosed lower level concept. A concept for the lower level portion of Alternative C5 (Double Deck-All Up) and Alternative C5 (Double Deck-Partial Down) has not yet been chosen for the project.

Under the C2 (At-Grade) Alternative three of the four locations analyzed within the Wood National Cemetery would be impacted, and under both C5 (Double Deck – All Up) and C5 (Double Deck – Partial Down) Alternatives all four locations within the Wood National Cemetery would be impacted. It should be noted however, that under

the C2 (At-Grade) Alternative each of the three impacted sites is currently over the noise level criteria, and under both C5 (Double Deck – All Up) and C5 (Double Deck – Partial Down) Alternatives all four locations are currently over the noise level criteria. The model doesn't project a noise increase of more than 3 dBA. As mentioned above, the human ear can barely distinguish a 3 dBA change in the $L_{eq}(1h)$ noise level in the urban environment. Mitigation for noise impacts will be discussed in the Draft EIS.

TABLE 4A
Traffic Noise Impacts: C2 (At-grade)

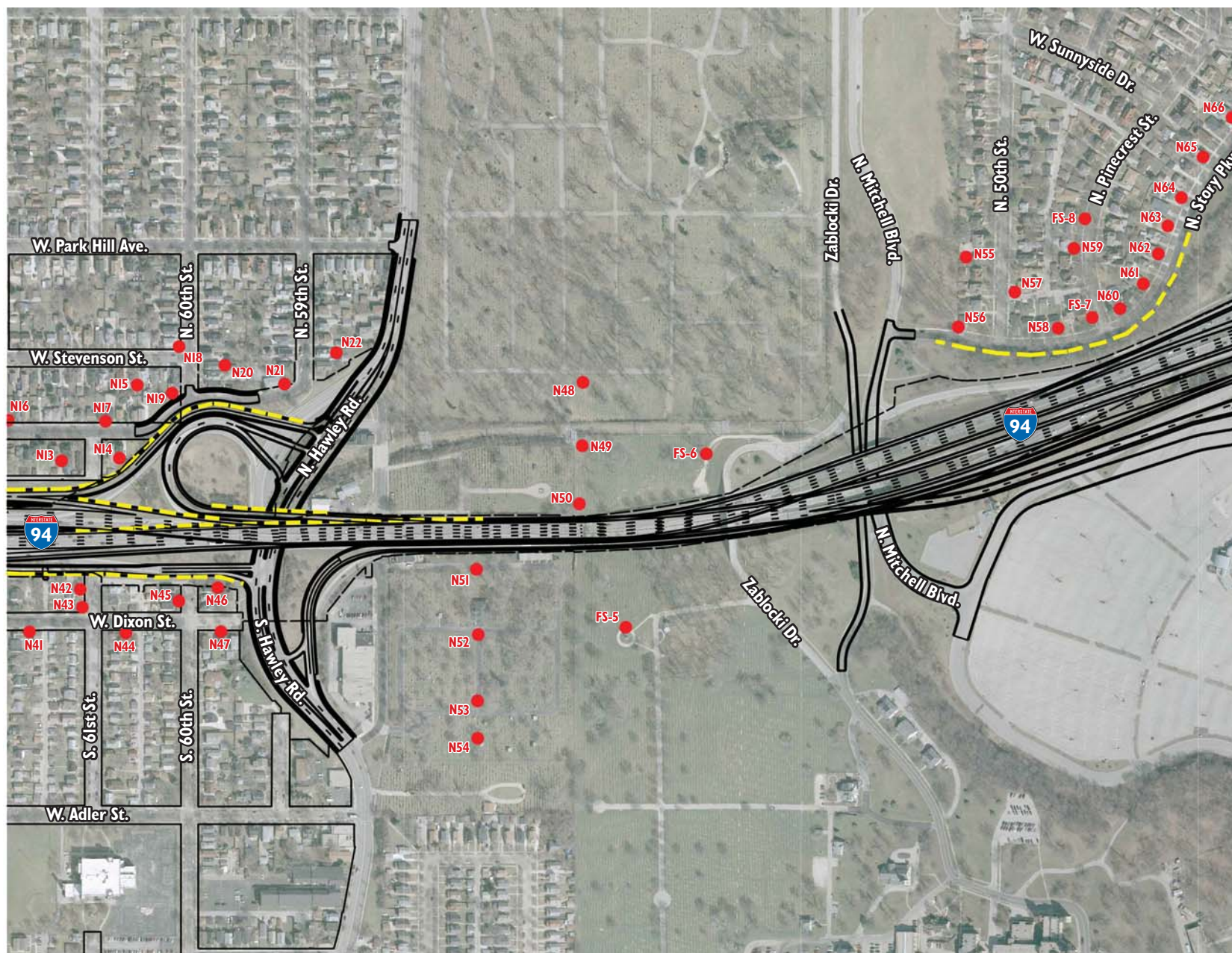
Site	Noise Level Criteria (NCL)	C2 (At Grade), dBA L_{eq}		Impact? (Yes/No)
		Projected Future Noise Levels	Difference in Future and Existing Noise Levels	
FS-5	67	69	1	Yes
FS-6	67	61	-3	No
N49	67	70	0	Yes
N50	67	79	1	Yes

TABLE 4B
Traffic Noise Impacts: C5 (Double Deck–All Up)

Site	Noise Level Criteria (NCL)	C5 (Double Deck All Up), dBA L_{eq}		Impact? (Yes/No)
		Projected Future Noise Levels	Difference in Future and Existing Noise Levels	
FS-5	67	71	3	Yes
FS-6	67	70	0	Yes
N49	67	71	1	Yes
N50	67	78	0	Yes

TABLE 4C
Traffic Noise Impacts: C5 (Double Deck–Partial Down)

Site	Noise Level Criteria (NCL)	C5 (Double Deck Partial Down), dBA L_{eq}		Impact? (Yes/No)
		Projected Future Noise Levels	Difference in Future and Existing Noise Levels	
FS-5	67	71	3	Yes
FS-6	67	70	0	Yes
N49	67	71	1	Yes
N50	67	78	0	Yes



LEGEND

- N2 Receptors
- Potential Noise Barrier
- Noise

NOTE: The noise barrier locations on Location exhibits are graphic approximations that will be refined during Final Design.





DEPARTMENT OF VETERANS AFFAIRS
Office of Construction & Facilities Management
Washington DC 20420

10602700-00942R-RDA06

June 4, 2014

Bethaney Bacher-Gresock
Major Projects – Environmental Lead
FHWA Wisconsin Division Office
525 Junction Road, Suite 8000
Madison, WI 53717

Re: I-94 Expansion and Wood National Cemetery, Milwaukee, WI
Section 106 Comments

Dear Mrs. Bacher-Gresock,

The National Cemetery Administration (NCA) appreciates the opportunity to partake in the Section 106 discussions regarding the expansion of I-94 in Milwaukee. NCA is specifically concerned with the following issues associated with the proposed improvements.


- Wood National Cemetery Noise Categorization
Wood National Cemetery is identified in the noise study as a Category C. NCA requests that Wood National Cemetery fall under Category A. NCA feels the definition, "Lands on which serenity and quiet are extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose," specifically describe the National Cemetery and National Shrine setting.
- Noise associated with the alternatives
The noise study information that has been provided appears to indicate that noise levels will increase inside the national cemetery. NCA considers that to be an adverse effect to Wood National Cemetery requiring mitigation. NCA would like to see additional noise sampling performed at the locations that were developed in the TNM 2.5 model. NCA would appreciate the additional sampling be compared with the modeled results and provide to NCA
- Shading associated with the "all up design"
NCA remains concerned about the potential for perpetual shading occurring onto historic national cemetery grounds/turf. This issue will require close attention as structure and sound wall heights are being considered to ensure that gravesites on either side of the I-94 highway are not being placed into perpetual shade environment. This concern relates to not only the operational aspects of the cemetery but also to the Historic Character of the cemetery
- Comment regarding "at grade" option
VA disagrees with a conditional no adverse effect (CNAE) for the "at grade" option. VA was not even called out in the group that discussed this and made the CNAE. Increasing traffic will have audible (despite the sound study) and visual effects to the closest graves which in VA's opinion is an adverse effect.
- Potential Mitigation

NCA feels that a noise wall is warranted along the entire boundary of Wood National Cemetery which may include an interpretive design that is in context with the setting. It is requested that all alternatives include this attribute. Specifically with the all up design NCA recommends fully enclosing the lower deck. This may also create a design element that will need to be evaluated under Section 106, NCA feels there is a critical nexus here with Section 4(f).

- Separate Identification of Wood National Cemetery
The National Cemetery needs to be called out as a separate resource since it will be directly affected by the options being studied. In the study separating out the Medical Center from the National Cemetery would help to clarify impacts.
- Additional Study Requested
NCA would like to see a vibration study performed. The proximity of the headstones to the proposed highway improvements raises concern that vibrations could cause alignment issues. Alignment of the headstones stones is a key element to the visual setting of a National Cemetery.
- Section 4(f) Interaction
The National Cemetery impacts fall under Section 4(f) for impacts related to Historic Properties as well as separately under Park lands open to the public criteria. We feel that a 4(f) discussion needs to happen prior to a decision being made under Section 106 due to the fact that mitigation associated with all of the alternatives may also affect historic characteristics of the site. As an example a sound wall to decrease noise impacts under 4(f) may be an adverse action regarding the "at grade" alternative.

NCA request these comments as well as the comments from previous communications be combined for the discussion of Section 106 impacts. Those previous communications include the March 13, 2013 letter and the April 25, 2014 email from Glenn Madderom. Again NCA appreciates the opportunity to provide our concerns early in this process and looks forward to our continued partnership on this and other FHWA funded projects.

Respectfully,



Glenn Madderom
Chief, Cemetery Development & Improvement Service
VA National Cemetery Administration



U.S. Department
of Transportation
**Federal Highway
Administration**

Wisconsin Division Office

September 26, 2014

525 Junction Road, Suite 8000
Madison, WI 53717
Phone: (608) 829-7500
Fax: (608) 662-2121
www.fhwa.dot.gov/widiv/

In Reply Refer To:
HDA-WI

Glenn Madderom
Chief, Cemetery Development & Improvement Service
National Cemetery Administration
575 N. Pennsylvania St. Room 495
Indianapolis, IN 46204

Subject: Response to National Cemetery Administration Comments on I-94 East-West Corridor Study

Dear Mr. Madderom:

Thank you for the National Cemetery Administration's (NCA) continued participation in the Section 106 consultation process and broader project development process for the I-94 East-West Corridor study in Milwaukee, Wisconsin as well as your comments submitted to the Wisconsin Department of Transportation (WisDOT) and Federal Highway Administration (FHWA) from April 4, 2014 to August 5, 2014. We recognize that the mission of the NCA is to operate and maintain national cemeteries as national shrines and understand your concerns regarding the project and potential impacts to Wood National Cemetery. While we have discussed NCA concerns in subsequent meetings, we acknowledge and apologize for our oversight in providing a formal, written response. We hope that you will find that the following accurately summarizes and responds to your comments.

NCA states that Wood National Cemetery is a historic property and a park open to the public.

FHWA determined that Wood National Cemetery meets the definition of a Section 4(f) property, and specifically that of a historic site, as defined in our Section 4(f) implementing regulations at 23 CFR 774.17. Wood National Cemetery is a contributing element of the Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District listed on the National Register of Historic Places in 2005 and later designated as a National Historic Landmark in 2011. This is consistent with FHWA's July 2012 *Section 4(f) Policy Paper* which indicates that Cemeteries would only be considered Section 4(f) properties if they are determined to be on or eligible for the National Register as historic sites.

As described in FHWA's email message to Glenn Madderom on June 25, 2014 e-mail, and consistent with questions 1 and 4 of the Section 4(f) Policy Paper, FHWA cannot classify Wood National Cemetery as a Section 4(f) park without official designation that its primary purpose is as a park. Primary purpose is related to a property's primary function and how it is intended to be managed. Incidental, secondary, occasional or dispersed activities similar to park, recreational or

refuge activities do not constitute a primary purpose within the context of Section 4(f). In addition, the Section 4(f) statute (23 USC 138) itself requires that a property must be a significant public park. The term significant means that in comparing the availability and function of the park, recreation area or wildlife and waterfowl refuge, with the park, recreation or refuge objectives of the agency, community or authority, the property in question plays an important role in meeting those objectives.

For FHWA to consider Wood National Cemetery a park, FHWA would require additional information from NCA demonstrating that the cemetery has been officially designated a park and that its primary purpose is to serve as a park. NCA submitted an email to FHWA on June 27, 2014 noting:

Wood National Cemetery is a historic national shrine park open to public visitation 365 days per year from dawn to dusk. One important purpose of this historic national shrine park is to provide the public with a quiet and serene setting to walk among the gravesites to reflect upon the sacrifices made by generations of veteran heroes interred on the hallowed grounds. This historic national shrine park maintains strict visitor rules in order to control the sanctity and serenity of the sacred grounds, for example while gravesite visitation is allowed at all times, recreational usage is strictly prohibited. This is similar to the manner in which National Park Service regulates public visitor activities in order to maintain the dignity and sanctity of certain important national park sites such as the Lincoln Memorial, or the WW II Memorial, etc.

On August 5, 2014, NCA sent a follow up email advising that a national cemetery falls under the dual use of both a park and a cemetery, quoting the Oxford English Dictionary definition of a cemetery as a “burial-ground generally; now esp. a large public park, or ground laid out expressly for the interment of the dead, and not being the ‘yard’ of any church.”

FHWA has since reviewed additional information provided by the NCA and concluded, in consultation with our headquarters staff, that based on our regulations, policy and guidance, the primary purpose and function of the historic Wood National Cemetery is as a cemetery. Wood National Cemetery is a historic property protected under Section 4(f).

The National Cemetery Administration (NCA) requested that Wood National Cemetery be considered a noise activity Category A. NCA feels a Category A property defined as “lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities are essential if the area is to continue to serve its intended purpose”, specifically describes “all national cemeteries, including Wood National Cemetery, as National Shrines.”

FHWA and WisDOT identified the historic Wood National Cemetery as an example of a noise Activity Category C of the Noise Abatement Criteria receiver pursuant to 23 CFR 772.(c)(2)(iii) and WisDOT Facilities Development Manual, Chapter 23. Table 1 of 23 CFR 772 specifically identifies cemeteries, parks, and Section 4(f) sites as examples of Activity Category C land use facilities.

FHWA and WisDOT recognize that the mission of the NCA is to operate and maintain national cemeteries as national shrines. The public visit cemeteries to reflect and honor those who have passed on before us and learn about history. While many cemeteries may exude a sense of serenity and quiet, not all cemeteries exist in that sort of environment. It is important to consider

the existing setting and conditions (such as existing noise levels) when evaluating a property for consideration as a Category A receiver. In the case of Wood National Cemetery, I-94, constructed in the early 1960s, already divides the cemetery into two sections with little to no buffer between I-94 and the nearest grave sites. Modeled noise levels at representative receivers currently exceed the 57 dBA threshold established for Activity Category A as well as the 67 dBA threshold established for Activity Category C (cemeteries and Section 4(f) properties). Given current conditions at Wood National Cemetery and known examples of Category A receivers such as the Tomb of the Unknown (not the entire Arlington National Cemetery), FHWA has determined that Wood National Cemetery does not meet the criteria for consideration as a Category A receiver.

Category A properties are “lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities are essential if the area is to continue to serve its intended purpose”. Modeled existing noise levels in the cemetery ranged from 68 dBA to 78 dBA, exceeding the evaluation criteria for a Category A and a C property. Currently, there is no extraordinary sense of quiet in Wood National Cemetery. Thus, a potential slight increase in noise (some alternatives would lower the noise level) would not prohibit Wood National Cemetery from continuing to serve its intended purpose. Projected future noise levels vary between 67 dBA and 74 dBA for the At-grade alternative and between 70 dBA and 76 dBA for the Double-Deck alternative All Up option (between 69 dBA and 75 dBA for the Partially Down option). The noise analysis completed for the project predicts a continuation of noise impacts.

In response to comments from the NCA, FHWA requested our headquarters to review our existing Activity Category C designation pursuant to 23 CFR 772.11(c)(2)(i) to determine if it would be appropriate to designate Wood National Cemetery as an Activity Category A land use. After reviewing the noise analysis under existing conditions and in consideration of other locations that have been designated as Activity Category A land uses, FHWA headquarters concurred that Wood National Cemetery was appropriately classified as representative of Activity Category C.

Additionally, neither 23 CFR 772 or WisDOT noise policy give special consideration for abatement to Category A land uses. It is important to note that the Noise Abatement Criteria (NAC) are not design goals. There is no requirement to reduce noise levels to or below the NAC for a particular land use. The goal of noise abatement is to achieve a substantial reduction in noise levels. States achieve this through implementation of the noise reduction design goal criterion requirements of WisDOT Facilities Development Manual, Chapter 23 and 23 CFR 772.13(d)(2)(ii).

As noted above, under the evaluation criteria (57 dBA for Category A and 67 dBA for Category C) for both noise activity Categories A and C, there would be a noise impact on Wood National Cemetery. Given that the noise analysis predicts impacts at this location, WisDOT is required to consider noise abatement for exterior areas of frequent human use and include feasible and reasonable abatement in the project study. FHWA and WisDOT would like to continue discussions with NCA to identify areas of frequent human use.

NCA considers an increase in noise levels an adverse effect to Wood National Cemetery requiring mitigation. NCA would like to see additional noise readings performed at

locations in the cemetery that were developed in the project's traffic noise model (TNM 2.5). NCA requests the additional noise readings be compared to the modeled results.

FHWA and WisDOT agree that the noise levels as a result of this project would constitute a noise impact within Wood National Cemetery. Modeled existing noise levels in the cemetery ranged from 68 dBA to 78 dBA, exceeding the noise level evaluation criteria for a Category C property (includes cemeteries and Section 4(f) properties) which is 67 dBA. Projected future noise levels vary between 67 dBA and 74 dBA for the At-grade alternative and between 70 dBA and 76 dBA for the Double Deck alternative All Up option (between 69 dBA and 75 dBA for the Partially Down option). The noise analysis completed for the project predicts a continuation of noise impacts.

The noise analysis for the I-94 East-West project was prepared consistent with 23 CFR 772 *Procedures for Abatement of Highway Traffic Noise and Construction Noise* and WisDOT's FHWA-approved noise policy contained within the Facilities Development Manual (FDM) CH 23 Noise. The project's noise analysis was discussed extensively at several Section 106 coordination meetings, including a special meeting held on May 9, 2014 specifically to discuss the noise analysis.

As part of the project's noise analysis, existing noise level measurements were conducted at 2 representative locations within Wood National Cemetery, along with 12 other locations in the project corridor. The noise measurements were taken in accordance with WisDOT's Facilities Development Manual, Chapter 23, Noise, and FHWA guidelines. Noise measurements were taken for 20 minutes at each site and a traffic count on I-94 was taken concurrent with the noise measurements. Traffic data counted during the field noise measurements was used to model the noise level from the field measurement locations using the FHWA Traffic Noise Model (TNM) Version 2.5. The FHWA TNM is a computer program used for predicting noise impacts in the vicinity of highways. TNM 2.5 is a nationally accepted model that is required by FHWA to be used on all Federal-aid highway projects.

WisDOT compared the field measurements to the output from TNM 2.5 to confirm the applicability of the computer model (TNM 2.5) for this project. The modeled noise levels at all 14 of the field measurement sites were within +/- 3 decibels (dBA) of the field measured level. This represents a reasonable correlation since the human ear can barely distinguish a 3 dBA change in the noise level in the urban environment.

Since all field measurements were within +/- 3 dB of the TNM 2.5 modeled results, the model is assumed to be valid for this study. At this point, the field measurements and the modeled noise levels using the traffic counts taken during the field noise measurements are set aside for the remainder of the noise analysis.

FHWA TNM 2.5 was used to model existing and future (2040) noise levels for the Modernization Alternatives (West Segment: At-grade (with no Hawley Road interchange/with half interchange at Hawley Road) and Double Deck (All Up option/Partially Down option); East Segment: On-alignment and Off-alignment) during the peak noise period. Parameters used to model noise levels included:

- distance between roadway and receiver;
- relative elevations of roadway and receiver;
- hourly traffic volume for different classifications of vehicles;

- vehicle speed; roadway grade;
- topography features; and
- noise source height of vehicles.

The existing noise level was determined by using traffic data from the Southeast Wisconsin Regional Planning commission (SEWRPC) regional traffic model and the existing I-94 geometric condition. The future noise level was determined using traffic data from the SEWRPC regional traffic model (year 2040) and the geometrics of the remaining Modernization Alternatives for the project.

Within the I-94 study area, a total of 125 representative noise receiver locations (including 4 within Wood National Cemetery) were selected to model the representative noise impacts at outdoor areas of frequent human use including residences, active sports areas, cemeteries, day care facilities, parks, and restaurants. The 125 representative noise receptor locations include the 14 field noise measurement locations. Noise impacts were measured as the difference between the modeled existing condition and the modeled future condition during the design hour. The design hour is the hour before or after the morning or afternoon peak hour. It is during this time that traffic is generally at its loudest.

The existing condition noise levels determined by the model earlier to verify the model are not necessarily the same as the existing condition noise levels modeled in this step. This is because the previously modeled noise levels are modeled using traffic counts that took place during the field noise measurements. The noise levels in this step are modeled based on SEWRPC's existing and future traffic model. The noise level based on SEWRPC's traffic model is what determines if there are noise impacts.

The reason SEWRPC's traffic model is used is because this is a model that uses traffic counts from throughout the year and averages them, so they are more accurate than one 20-minute traffic count at a specific point in time. Additionally, the TNM 2.5 output for the existing noise level is used instead of the field noise level measurement because the TNM 2.5 noise level is a more accurate representation of the average noise level at a specific location at the loudest hour of the day. During the field measurement several factors could influence the noise measurement that are not present on a daily basis. Noises that are extraneous from traffic (birds, people, machinery, etc...) could influence the noise measurement reading during the 20-minute period. Additionally, the field measurement is not necessarily taken during the loudest portion of the day. The reason the study team wants to know the noise level during the loudest time of the day is to determine if the predicted noise levels exceed or approach the noise level criteria for considering noise barriers.

The noise model used for the I-94 East-West project was verified to be accurate using nationally acceptable practices. Additional noise monitoring in Wood National Cemetery, as requested by NCA, would not change the result of the noise analysis. Thus, after careful consideration, FHWA and WisDOT decided not to conduct additional noise monitoring in Wood National Cemetery.

NCA is concerned about perpetual shading on portions of Wood National Cemetery under the Double Deck alternative.

WisDOT performed a sunlight/shadowing effect analysis for Wood National Cemetery for the Double Deck alternative All Up option at two locations in the cemetery at both the summer solstice (usually June 21) and winter solstice (usually December 21). This represents the worst-

case scenario in terms of potential shading on the cemetery. During a February 21, 2014 meeting with Al Richburg, former Director of Wood National Cemetery, a video was shown depicting how much of the north portion of Wood National Cemetery would be covered by a shadow. Al was provided with an electronic and CD copies of the video to pass along to additional NCA staff. In the winter months areas closest to I-94 may be shaded for the entire day. During the summer months, and grass growing season, the areas immediately north of I-94 would experience portions of the day when they would not be shaded. A 0-10 foot strip of land directly adjacent to I-94 would experience shading during a large portion of the day, but the area would see enough sun to allow grass to grow. With the right grass seed mixture, this area would only need about 2 hours of sun per day to grow.

FHWA and WisDOT will continue to work with NCA to address the issue if the Double Deck alternative is the selected. This could include developing a special grass seed mixture to have grass that grows in shady conditions. WisDOT previously sent NCA the video showing potential shading effects and the meeting minutes from the February 21, 2014 meeting and plans on continuing this dialog in the near future.

NCA disagrees with the conditional no adverse effect decision for the At-grade alternative. NCA feels they did not have a say in this matter and that increased traffic will have noise and visual impacts to the graves closest to I-94, which they feel is an adverse effect.

FHWA, in consultation with the SHPO, ACHP, NPS, the VA, and other consulting parties, has applied the criteria of adverse effect, considered the views of consulting parties, and determined that the At-grade alternative could be designed to have to have a No Adverse Effect on the Soldiers' Home National Historic Landmark and Historic District. As discuss previously, Wood National Cemetery is a contributing element of the National Historic Landmark and Historic District.

During the project's Section 106 consultation meetings, the topic of whether an alternative resulted in an adverse effect on a Section 106 property was discussed numerous times. Every participant was provided opportunity to discuss why they thought an alternative would/would not have an adverse effect on each historic property. At the January 10, 2014 consultation meeting, the SHPO, NPS, ACHP, and other consulting parties generally agreed that the At-grade alternative could be designed to have no adverse effect.

Under the At-grade alternative, based on year 2040 traffic volumes forecasted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) the noise receptor in Wood National Cemetery immediately adjacent to the north side of I-94 would experience a noise level decrease of 4 dBA (from 78 dBA to 74 dBA). The existing noise level constitutes a noise impact and the noise analysis completed for the project predicts a continuation of this noise impact.

In regards to visual impacts, past Wood National Cemetery, the At-grade alternative would have an impact of negligible intensity. The At-grade alternative would retain I-94 at close to its current elevation (potentially 3-5 feet higher than existing elevation) as it travels past Wood National Cemetery. Existing views towards I-94 and beyond from the cemetery would essentially remain the same. Views of the surrounding area by motorists on I-94 would change very little. Views from the cemetery would continue to include I-94 with a slight change due to the removal of the Mitchell Boulevard interchange and the complete removal of the Hawley Road interchange or under the half interchange at Hawley Road option, the entrance and exit ramps to/from the east.

FHWA and WisDOT would like to have additional discussions with NCA and other consulting parties as to design features or conditions that may need to be imposed to avoid adverse effects.

NCA requests that all alternatives include a noise wall along I-94's entire boundary with Wood National Cemetery as potential mitigation. The wall may include an interpretive design that is in context with the setting. If the Double Deck alternative is selected, the lower deck should be fully enclosed.

FHWA and WisDOT appreciate NCA's comments on opportunities to avoid, minimize, and mitigate potential impacts of the I-94 East-West Corridor project on Wood National Cemetery. If the At-grade alternative is selected as the Preferred Alternative, discussion will continue with the NCA and Section 106 consulting parties as to the applicability of a noise wall along I-94 through Wood National Cemetery. If it is determined that a noise wall is appropriate in this location, FHWA and WisDOT will work with NCA and consulting parties to develop a wall that is in context with the surrounding cemetery as part of mitigation for the project.

If the Double Deck alternative is selected as the Preferred Alternative, discussion will continue with the NCA and Section 106 consulting parties, as to the applicability of a noise wall on the upper deck of I-94 and if there would be openings in the support wall on the lower level to retain visual connectivity between the north and south sides of the cemetery. FHWA and WisDOT understand that the NCA would prefer the lower deck of the Double Deck to be fully enclosed to minimize noise. If it is determined that noise walls are appropriate, FHWA and WisDOT will work with NCA and consulting parties to develop a wall design that is in context with the surrounding cemetery as part of mitigation for the project.

Regardless of the alternative selected, appropriate measures to minimize harm and mitigate adverse effects will continue to be discussed with the NCA and Section 106 consulting parties.

In the EIS, Wood National Cemetery should be considered a separate resource from the VA Medical Center because it will be directly affected by the alternatives.

In the I-94 East-West Corridor Draft EIS, Wood National Cemetery is analyzed separately from the VA Medical Center. Section 3.23 of the Draft EIS examines impacts to cemeteries as a result of the project. This section notes that no graves would be displaced and no property would be acquired from Wood National Cemetery but does note the potential realignment of Zablocki Drive and the shading issue. This section also discusses the change in elevation from the existing condition as I-94 passes through Wood National Cemetery. A detailed discussion of the shading issue is also included.

Section 3.7 of the document discusses the VA Campus as a whole, including Wood National Cemetery, the VA regional office, VA benefits center, VA Medical Center, Spinal Cord Injury Center, Fisher House Wisconsin, and Community Living Center. This section touches on change in access to Wood National Cemetery as a result of the closure of the Mitchell Boulevard interchange and potential realignment of Zablocki Drive.

Section 3.24, Historic Properties, and Section 4, Draft Section 4 (f) Evaluation, also discuss the impacts to Wood National Cemetery as part of the Northwestern Branch, National Home for Disabled Volunteer Soldiers (Soldiers' Home) National Historic Landmark (NHL) and related historic district. Any potential impacts to the NHL, and generally the historic district, are associated with the Wood National Cemetery, thus the discussion of impacts in these sections are related to impacts to Wood National Cemetery.

NCA would like a vibration study conducted due to the proximity of headstones to I-94 improvements. There is concern that vibration could cause issues with the alignment of headstones.

FHWA and WisDOT would like to discuss this issue with NCA further to understand NCA's exact concerns and arrive at a mutually agreeable solution.

Closing Note

FHWA and WisDOT thank you for your participation and comments on this very important study. Please do not hesitate to contact me regarding any questions you may have.

Sincerely,



Bethaney Bacher-Gresock
Major Projects Environmental Lead

From: Madderom, Glenn [<mailto:Glenn.Madderom@va.gov>]

Sent: Wednesday, October 15, 2014 10:17 AM

To: Payant, Dobra - DOT; Bethaney.Bacher-Gresock@dot.gov

Cc: Lynch, Jason - DOT; Becker, James - DOT; Webb, Charlie/MKE; Elliott, Glenn (CFM); Koerting, Thomas D.; Janowski, William B.; Callahan, Amerophan

Subject: NCA formal comments- 10/2/14 Site Meeting between VA, WisDOT, and FHWA

Dobra and Bethaney;

We enjoyed the opportunity to meet with you onsite at Wood National Cemetery on 10/2/14, and wanted to formally summarize VA review comments from that meeting for WisDOT and FHWA to include in the Study. As discussed during our site meeting, Wood National Cemetery actively serves the veteran community throughout the year, typically performing over 150+ burials annually along with accommodating many other veteran ceremonial activities throughout the year, many of which occur in the historical main flagpole assembly area located very close to, and within sound/sight of, Interstate I-94. Based on our field review of both the At Grade Alternative and Double Deck All Up graphic renderings from the Study versus the existing field observed conditions, NCA hereby submits the following review comments pertaining to both potential Alternatives;

Exhibit 3-24 showing At Grade Alternative graphic rendering versus existing field observed conditions;

- a. Widening I-94 to 4 lanes in each direction will increase the existing adverse effect that I-94 currently has on Wood National Cemetery. Noise on the national cemetery grounds will be increased on both the North and South sides of I-94 from current conditions. Additionally the widened I-94 traffic flow will increase the visual adverse effect of the vehicular traffic distraction to cemetery visitors.
- b. The additional noise and visual distraction from the widened I-94 traffic lanes will be dramatically increased in vicinity of the national cemetery main flagpole area where ceremonial activities typically occur on a regular basis- the main flagpole area serves as a focal point to the veteran community. This increased adverse effect will also be substantially noticeable at many of the cemetery areas that receive high visitation such as the Memorial Marker section, the KIA burial section, and at the park bench seating area of the cemetery currently used by public visitors for solitude and reflection.
- c. The At Grade widening of I-94 with appropriate mitigation efforts could allow visual connectivity and context to be maintained between the North and South sides of the national cemetery grounds. As discussed during the onsite meeting, one potential mitigation idea to the increased audio and visual adverse effects of the At Grade Alternative would be placement of sound barrier walls along both sides of the widened I-94 lanes. Barrier walls of appropriate heights have potential to reduce distracting views of the increased vehicular traffic from within the national cemetery, and reduce increased noise levels transmitting into the national cemetery, while still maintaining the visual historical context and connectivity between the North and South sides of the national cemetery.
- d. The At Grade widening of I-94 alternative without inclusion of appropriate engineered noise and visual mitigation measures would not be acceptable to VA due to the increased adverse effects on the historical national shrine cemetery grounds caused by that Alternative.

Exhibit 3-23d and 3-23f showing Double Deck All Up Alternative graphic renderings (North and South sides of I-94) versus existing field observed conditions;

- e. The Double Deck All Up alternative will greatly increase the existing adverse effect that I-94 currently has on Wood National Cemetery.
NOISE: Because the existing I-94 lanes currently traverse through a low point valley between the North and South sides of the national cemetery, NCA strongly believes that noise levels will be dramatically increased on both the North and South sides of I-94 above current sound conditions as the increased traffic in both directions are raised to higher elevations that are much more visually exposed to the national cemetery grounds.
VISUAL: The existing I-94 lanes currently traverse through a low point valley between the North and South sides of the national cemetery. The Double Deck All Up structure will raise that traffic to higher elevations and greatly increase the amount of visual adverse effect and distraction to national cemetery visitors. Additionally, the I-94 visual imposition will be greatly increased and will have an impact substantially farther back into the national cemetery grounds, adversely affecting a much larger portion of the national cemetery grounds than currently exists today.
- f. The additional noise and visual distraction from the Double Deck All Up alternative will be dramatically increased in vicinity of the national cemetery main flagpole area where ceremonial activities typically occur- the main flagpole area serves as a focal point to the veteran community. The increased adverse effects will also be substantially more noticeable at the surrounding Memorial Marker section, the KIA burial section, the park bench area of the cemetery currently used by public visitors for solitude and reflection, and traversing for several thousand feet farther southward across national cemetery burial sections from where the existing I-94 valley currently exists today.
- g. The Double Deck All Up alternative will eliminate the visual connectivity and context between the North and South sides of the national cemetery grounds. Due to proposed double deck structure elevation and existing cemetery grade issues, leaving the sides of the lower traffic deck open as depicted in Exhibit 3-23d and 3-23f does not necessarily maintain visual connectivity between the North and South sides of the national cemetery, and would most certainly create unacceptable noise and visual traffic distraction adverse effects to the extensive public areas within the national cemetery grounds.
- h. As discussed during the onsite meeting, a number of potential mitigation concepts and ideas have potential to reduce sound and visual adverse effects from the Double Deck All Up alternative. For example, solid full wall enclosures of portions of the lower traffic deck in certain areas where it passes E-W through the cemetery, combined with clear panel sound walls in some areas to maintain vehicle views into cemetery, have potential to reduce adverse noise and visual effects on the historic national cemetery grounds. Creation of wider spanning clear panel sound wall view windows in certain areas could also have potential to maintain at least a portion of the visual historical context and connectivity between the North and South sides of the national cemetery. Including extended height sidewalls on the upper deck has potential to mitigate unacceptable views of the elevated vehicular traffic from within extended areas of the national cemetery grounds, while at same time also reducing traffic noise levels.

- i. The Double Deck All Up alternative for I-94 without inclusion of appropriate engineered noise and visual mitigations would not be acceptable to VA due to the increased adverse effects on the historical national cemetery grounds caused by that Alternative.

Thanks, Glenn

Glenn Madderom

Chief, Cemetery Development & Improvement Service

National Cemetery Administration

575 N. Pennsylvania St. Room 495

Indianapolis, IN 46204

Phone; 317-916-3797

Cell; 317-409-1634

From: dwight.mccomb@dot.gov [<mailto:dwight.mccomb@dot.gov>]

Sent: Friday, August 16, 2013 8:37 AM

To: Trainer, Patricia - DOT; leslie.michael@epa.gov; christopher.bertch@dot.gov

Cc: Hiebert, Christopher; Yunker, Ken; Bangert, Suzanne A - DNR; Sponseller, Bart A - DNR; Hoch, Joseph A - DNR; Thompson, Michael C - DNR; Friedlander, Michael - DNR; McMullen, Peter T - DNR; Laude, Bryan T - DNR; Johnson, Dewayne - DOT; Nguyen, David - DOT; Berghammer, Donald - DOT; Glaze, John - DOT; Siebert, David R - DNR; Burkel, Rebecca - DOT; Waldschmidt, Jay - DOT; Poirier, George; Blankenship, Tracey

Subject: RE: Fine Particulate Matter Hot-spot Analysis Requirements for the proposed I-94 Project

FHWA's opinion regarding the conclusion in the I-94 PM2.5 Hot Spot White Paper is based on the limited conceptual project information available early in the NEPA process as presented in this analysis. When the major design features that significantly impact PM2.5 concentrations have been established for the project alternatives this analysis should be reviewed and updated through the interagency consultation process to support a final determination as to whether this is a project of local air quality concern. This analysis and any ultimate determination is only for purposes of addressing transportation air quality conformity requirements under 40 CFR Part 93. The environmental process may identify project impacts that otherwise warrant a quantitative PM2.5 hot spot analysis.

Based on the information and analysis presented it is FHWA's opinion that the I-94 East-West Corridor Project would not be a project of local air quality concern for purposes of project level transportation conformity. For highway expansion projects, 40 CFR 93.123(b)(1)(i) and the EPA PM quantitative hot spot analysis guidance establish the significance of the relative increase in the number of diesel trucks between the build and no-build alternatives as the primary factor to be considered in determining whether a quantitative analysis is needed. The forecast relative increase in diesel trucks in the year the project is open to traffic (2025) is up to 1,012 vehicles and in the horizon year (2040) up to 1,373 vehicles. Factors that lead FHWA to conclude that these increases are not significant include the following:

- Within the area of impact land use is well established with little undeveloped area. The project build concept does not identify new points of access to the Interstate System that could otherwise promote land use development and diesel truck percentages different from that under the no-build scenario.
- The build alternative will result in a higher level of service on I-94, associated with more steady state flow. The traffic distribution analysis demonstrates that the projected traffic increase on I-94 under the build scenario is largely due to trips shifting from the nearby arterial street network to the freeway system. This shift is likely to result in a higher level of service and more efficient movement on the arterial street network as well. Steady-state flow with higher speeds and less accelerating, decelerating, braking and idling is associated with lower emission rates.
- The declining trend in diesel emission rate over the analysis period far exceeds the rate of growth in diesel vehicles over the period.
- Monitored PM2.5 emissions in the project area demonstrate a consistent downward trend over the past seven years to a point well below the current 24-hour PM2.5 NAAQS.

We greatly appreciate the efforts of WisDOT, WDNR and SEWRPC staffs in compiling this analysis, especially given lack of precedent. We also recognize the high value that the interagency consultation process provided in guiding this complex effort to a solid conclusion. This project is a great illustration of why the interagency consultation process exists and why the process should be trusted.

Please contact me should you have any questions.

Dwight McComb
Systems Planning & Performance Manager
FHWA Wisconsin Division
525 Junction Rd, Suite 8000
Madison, WI 53717
608.829.7518



Forest County Potawatomi

Cultural Center and Museum

September 27, 2012

Jason Lynch, PE
WisDOT-Southeast Regional Office
141 NW Barstow Street
PO Box 798
Waukesha, WI 53187-0798

Re: WisDOT Project ID: 1060-27-00 1-94 East West Freeway Corridor Study, Milwaukee County, Wisconsin

Dear Jason Lynch,

Thank you for your notice of intent for the proposed project references above, as provided in your letter dated August 31, 2012. As this project occurs within Potawatomi ancestral and previously occupied lands, we would like to express our concerns with any impacts to historic and cultural properties located within the project area of potential effect for the project mentioned above.

We appreciate receiving results of an archival review, cultural resource investigation studies, and archaeological reports. Should there be an impact or effect to cultural and historic properties as a result of this project, we will request consultation pursuant to Section 106 of the National Historic Preservation Act, as amended.

If you have any questions or concerns, please contact me at 715-478-7248 or email at Melissa.Cook@fcpotawatomi-nsn.gov. You may send the results of the archival review and archaeological report to:

Forest County Potawatomi Community
Attn: Melissa Cook, Tribal Historic Preservation Officer
8130 Mish ko swen Drive
P.O. Box 340
Crandon, WI 54520
Melissa.Cook@fcpotawatomi-nsn.gov (for digital format)

Your interest in protecting Potawatomi's cultural and historic properties is appreciated.

Respectfully,

Melissa Cook
Tribal Historic Preservation Officer

From: Becker, James - DOT
Sent: Tuesday, February 19, 2013 9:06 AM
To: 'Bethaney.Bacher-Gresock@dot.gov'
Cc: 'Melissa Cook'; Payant, Dobra - DOT; Cooper, Carrie - DOT; Becker, James - DOT; Cloud, Lynn - DOT; Kennedy, Jason - DOT
Subject: FW: 1060-27-00, Soldiers' Home Reef National Historic Landmark

FHWA (Bethaney),

A couple of weeks ago WisDOT-CR received this email notice from the FCP-THPO (Melissa Cook) regarding section 106 efforts for WisDOT project 1060-27-00. I'm forwarding to you and the project team (cc'd on this email) for advisory as appropriate, and with the understanding FHWA/WisDOT will keep the FCP-THPO advised of any impacts to cultural properties (especially human remains/burials) associated with this project.

Dobra/Carrie, if either of you have any questions, please feel free to contact me.

Regards,

Jim

From: Melissa Cook [mailto:Melissa.Cook@fcpotawatomi-nsn.gov]
Sent: Monday, February 04, 2013 9:03 AM
To: Becker, James - DOT
Subject: RE: 1060-27-00, Soldiers' Home Reef National Historic Landmark

Dear Jim,

After consulting with FCPC tribal experts and knowledge holders, regarding the Soldiers Home Reef and VA Cemetery, and project 1060-27-00 and its potential impacts to these NHLs, the following information I can share with you:

1. As this project will occur within Potawatomi ancestral and previously occupied lands, which includes the area of the reef, we will express our concerns with any impacts to known and unknown historic and cultural properties and human remains located with project area.
2. The VA cemetery does hold Forest County Potawatomi Community tribal members, hence any potential impact to the VA Cemetery or gravesites of these tribal members would bring forth NAGPRA.

Please let me know if this is the information you are looking for. And let me know if you need further information.
Thank you

Melissa Cook



From: Becker, James - DOT [mailto:James.Becker@dot.wi.gov]
Sent: Monday, September 17, 2012 2:27 PM
To: Melissa Cook
Cc: 'Bill L. Quackenbush'
Subject: FW: 1060-27-00, Soldiers' Home Reef National Historic Landmark

Ms. Cook (FCP – THPO),

Last week I forwarded this email onto Mr. Quackenbush (HCN-THPO), and when I called him to discuss he advised that I should provide you a copy of this information for your records/advisement, and follow-up with call if you'd prefer.

Basically, I forwarded this information on because the NRHP Registration form has Native American reference in the document. As follows: (page 4: .. and Native American archaeological sites. (footnote: 2) which footnote 2 states: *Personal communication with Donald G. Mikulic and Joanne Klussendorf, December 11, 1990.*) Additionally, this site (the reef) is a NHL (national historic landmark) within another NHL (the VA Cemetery). ****note**** in addition to Section 106, a NHL has NHPA section 110 considerations as well.

****Special Note**** This project is very early in the environmental process, and a final determination as to whether this project will move ahead has not yet been determined. We (the department) are just collecting whatever information is available regarding potential project impacts.

This is one of Governor Walker's TPC (Transportation Project Commission) project's. More information about the TPC and the selected projects can be found here:

<http://walker.wi.gov/Default.aspx?Page=88e401e5-1401-41df-b8c3-4337c6be2c09>

Melissa, I hope this information is helpful, if you have any questions, or my information above doesn't make sense, please let me know and I'll call you to go over the details.

Regards,

Jim

From: Becker, James - DOT
Sent: Friday, September 14, 2012 1:58 PM

To: 'Bill L. Quackenbush'

Subject: FW: 1060-27-00, Soldiers' Home Reef National Historic Landmark

From: Hamilton, Kelly E - WHS

Sent: Wednesday, September 12, 2012 6:54 PM

To: Becker, James - DOT

Subject: 1060-27-00, Soldiers' Home Reef National Historic Landmark

WisDOT project ID: 1060-27-00

IH-94 E-W Expressway: Marquette Interchange- Zoo Interchange; IH 43- 70th St
Milwaukee County

Jim,

As requested, MAP has researched the *Soldiers' Home Reef National Historic Landmark* (Reef) boundary. As you know, the Reef is included within another National Historic Landmark - *Northwestern Branch, National Home for Disabled Volunteer Soldiers* (Home). The Reef is considered to be a feature of the greater designed landscape of the Home, and the Reef is considered to form a natural northeast boundary for the Home historic property. The entire Reef historic property is within the Home's historic property boundary. The verbal boundary description for the Home clearly states:

"The boundary for the south portion of the district begins at a point on the south edge of the right-of-way of Interstate Highway 94 and the northwest corner of the Clement J. Zablocki Veterans Affairs Medical Center, abutting the property of the Spring Hill Cemetery. The line then proceeds east along the southern edge of the right-of-way of Interstate Highway 94 on the property line of the Veterans Affairs Medical Center to the westerly curblin of General Mitchell Boulevard, then **follows the base of the Soldiers Home Reef bluff** on the property line between the Miller Park grounds and the Veterans Affairs Medical Center, to the intersection with the northerly railroad right-of-way of the Chicago, Milwaukee, St. Paul & Pacific Railroad and the westerly right-of-way of Highway 41." (see page 45 of the NHL form)

The Reef also is entirely within the *NW Branch, National Home for Disabled Volunteer Soldiers Historic District* (District). The Reef is considered to be a contributing resource of the District, and it is considered to form a portion of the eastern boundary for the District historic property. The verbal boundary description for the District clearly states:

"The boundaries for the south portion of the historic district begin at the intersection of the westerly curblin of Story Parkway and the southern edge of the right-of-way of Interstate Highway 94, **proceeding along the base of the bluff** on the property line between the Miller Park grounds and the Veterans Affairs Medical Center to the intersection with the northerly railroad right-of-way of the Chicago, Milwaukee, St. Paul & Pacific Railroad and the westerly right-of-way of Highway 41." (see Section 10 page 67 of the NRHP form)

Attached please find the following documents:

- Soldiers' Home Reef National Historic Landmark nomination form with maps and photographs;
- Approximate NHL boundary on Google Maps (adapted from Figure 5 in the revised research summary of August 23, 2012);
- Approximate NHL boundary on an aerial photograph obtained from the Milwaukee County Interactive Mapping Service (GIS); and
- Close-up view of approximate NHL boundary on an aerial photograph obtained from the Milwaukee County Interactive Mapping Service (GIS) - this photograph also depicts topographic contour lines.

I hope this information is helpful. On a related note, I would like to thank Daina Penkiunas of the WHS Division of Historic Preservation-Public History who quickly provided a copy of the NHL nomination form. She believes this form to be a final version.

Regards,

Kelly Hamilton

Museum Archaeology Program director

Wisconsin Historical Society

816 State Street

Madison, WI 53706-1482

From: Larry Balber [<mailto:lbalber@redcliff-nsn.gov>]
Sent: Monday, May 20, 2013 3:23 PM
To: Payant, Dobra - DOT
Subject: RE: Continued Section 106 Coordination, I-94 East-West Corridor Study, Milwaukee, Wisconsin

Dear Dobra Payant,
 Thank you for providing the information on the proposed project. Please be advised that the Red Cliff Tribe has no interest in this project and wish you well in your endeavor.
 Regards,
 Larry Balber
 THPO

From: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]
Sent: Friday, May 17, 2013 2:45 PM
To: 'lbalber@redcliff-nsn.gov'
Cc: Burkel, Rebecca - DOT; Bethaney.Bacher-Gresock@dot.gov; Waldschmidt, Jay - DOT; Becker, James - DOT; Heimlich, Brad; Lynch, Jason - DOT; Webb, Charlie; 'Mary O'Brien'
Subject: Continued Section 106 Coordination, I-94 East-West Corridor Study, Milwaukee, Wisconsin

Dear Mr. Balber,

In a continued effort to coordinate and seek participation in the project development process, Section 106 coordination, the Wisconsin Department of Transportation (WisDOT), in cooperation with the Federal Highway Administration, are requesting any comments your tribe wishes to share regarding potential impacts to historic properties (which may include archaeological sites, burial sites, traditional cultural properties, historic buildings/structures) and/or culturally sensitive areas. We recognize the challenges inherent in consulting with geographically dispersed parties with varying work schedules and travel options. To foster and maintain communication through the consultation process, alternatives to in-person, government-to-government meetings will be made upon request. Alternative consultation/coordination arrangements may include, but are not limited to, tele-conferencing, video-conferencing, and sharing/exchange of information via email or standard mail. Comments and/or requests for additional information may be directed to any of the following representatives:

FHWA	WisDOT Cultural Resources	WisDOT Region
Bethaney Bacher-Gresock Wisconsin Division 525 Junction Road, Suite 8000 Madison, Wisconsin 53717 Phone (608) 662-2119 Email: Bethaney.Bacher-Gresock@dot.gov	James J. Becker III WisDOT BTS – Cultural Resources 4802 Sheboygan Ave. P.O. Box 7965 Madison, WI 53707-7965 Phone 608-261-0137 Email James.Becker@dot.wi.gov	Jason Lynch, Project Manager WisDOT SE Region 141 N.W. Barstow Street, P.O. Box 798 Waukesha, WI 53187-0798 Phone (414) 750-0538 Jason.Lynch@dot.wi.gov

Additional Background reference information:

- In August of 2012, a project notification letter of this undertaking was sent to your tribe requesting comments, and participation as a consulting party (*enclosed*)
- In October 2012; WisDOT (Ms. Carrie Cooper) provided a project overview and addressed questions at the WisDOT/THPO meeting held in Bad River.
- Most recently, a meeting was held on April 12, 2013 to provide an update on project status. (*Meeting minutes were sent separately*).

Project Information:

The Department is currently preparing an EIS (Environmental Impact Statement) for the I-94 East-West Corridor located in central Milwaukee County, Wisconsin. The study includes 2.85 miles of the Interstate 94 (I-94) freeway from 70th Street to 25th Street (see attached project location map). This undertaking will consist of reconstruction of the freeway within the project limits to address the deteriorated condition of the pavement and bridges, outdated roadway and bridge design, current and future traffic demand, and high crash rates. The project includes range of design alternatives from replace-in-kind to those that provide additional capacity on I-94 and are reconfiguring existing interchanges at 70th-68th Street, Hawley Road, Mitchell Boulevard, US 41/341 (Stadium Interchange), 35th Street, and 25th Street.

Additional information is also available on the project website: <http://dot.wisconsin.gov/projects/sereion/94stadiumint/index.htm>



Sincerely, -

Jason Lynch, P.E. -
WisDOT Project Manager -

CC: - Rebecca Burkel, WisDOT Bureau of Technical Services
Bethaney Bacher-Gresock, Environmental Major Projects Manager, FHWA Wisconsin Division
Jay Waldschmidt, P.E., WisDOT Bureau of Technical Services -
James J. Becker III, WisDOT Bureau of Technical Services – Cultural Resources -
Brad Heimlich, P.E., Consultant Project Manager, CH2MHILL -

Attachments: Project Location Map
August 2012 Coordination letter

Dobrogniewa (Dobra) S. Payant, P.E.
WisDOT Deputy Project Manager

GWEN MOORE
4TH DISTRICT, WISCONSIN

COMMITTEE ON
FINANCIAL SERVICES
CAPITAL MARKETS AND GSEs
MONETARY POLICY AND TRADE

COMMITTEE ON BUDGET

DEMOCRATIC STEERING AND
POLICY COMMITTEE

DEMOCRATIC CAUCUS REGIONAL WHIP



Congress of the United States
House of Representatives

July 18, 2014

Secretary Anthony R. Foxx
U.S. Department of Transportation
1200 New Jersey Ave., SE
Washington, DC 20590

Dear Secretary Foxx,

I am writing to express deep concerns for my congressional district as the Wisconsin Department of Transportation (WISDOT) conducts a study of its proposal to reconstruct the I-94 East-West Corridor between 16th Street and 70th Street in Wisconsin.

WISDOT is currently in the process of selecting whether to pursue a "double deck" or "at grade" solution for reconstruction of this narrow portion of I94. WISDOT should not be allowed to use a process that stacks the deck against those opposed to its double deck option, while acknowledging that this option is the most costly and will take the longest to build. Given the federal role and investment in this project, I would hope that you would increase oversight of this process to ensure the views of opponents are being solicited and considered fairly. Therefore, WISDOT should be required to thoroughly document its response to critics of the double decker option should it choose to move forward with that option.

My office has heard from constituents, community groups, and elected officials who all support the less expensive and less disruptive "at grade" option. The double deck option will cost up to three times more than the "at grade" proposal and will be unnecessarily disruptive to city neighborhoods, businesses and property values. Also, it may have a negative impact on the Soldier's Home National Historic District, which could jeopardize community efforts to revitalize this National Historic Landmark. This less expensive option, when combined with other steps like improving public transportation in the City of Milwaukee and in this corridor, can help meet the goals of all stakeholders, namely reducing congestion and helping to meet projected growth in usage of this vital roadway.

I hope you agree with me that public involvement is an integral, necessary part of an effective, transportation project planning process. Your Department must help ensure that WISDOT truly conducts a fair, open and transparent process that best serves the needs of the people in the Milwaukee Community. I am deeply concerned by reports that this may not be happening in the current I-94 study. The whole purpose of a process seeking public input is to ensure that all voices are heard and respected and that federal dollars are being wisely spent. Bureaucrats should not be allowed to ram through their own predetermined idea of what is best.

Federal funding for transportation is a limited resource; therefore, states should make wise and prudent decisions about how to spend those dollars. Without action by Congress, the Federal Highway Trust Fund is expected to fall to very low levels impacting projects nationwide. While long term funding proposals are pending, selecting an expensive option to both build and maintain would seem not to be the best way to appropriately utilize limited federal resources.

WASHINGTON OFFICE:
2245 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, DC 20515
(202) 225-4572
FAX: (202) 225-8135

DISTRICT OFFICE:
219 NORTH MILWAUKEE STREET
SUITE 3A
MILWAUKEE, WI 53202-5818
(414) 297-1140
FAX: (414) 297-1086

This project will have a long lasting impact on our community. I ask you to provide strong oversight of WISDOT's conduct during this process to ensure that the best decision is made, especially in light of our depleted federal resources and the considerable community opposition to the more expensive "double deck" option.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gwen Moore", with a stylized flourish at the end.

Gwen Moore
Member of Congress

GM/DH



THE SECRETARY OF TRANSPORTATION
WASHINGTON, DC 20590

September 19, 2014

The Honorable Gwen Moore
U.S. House of Representatives
Washington, DC 20515

Dear Congresswoman Moore:

Thank you for your letter regarding the Wisconsin Department of Transportation's (WisDOT) proposal to reconstruct a segment of the I-94 East-West Corridor between 16th Street and 70th Street in Milwaukee. I appreciate your sharing your concerns with me.

It is my understanding that the Wisconsin's State Legislature and Transportation Projects Commission directed WisDOT to explore options for addressing the poor physical, operational, and safety characteristics of this section of I-94. The review is in an early stage, but WisDOT and the Federal Highway Administration's (FHWA) Wisconsin Division Office recognize the sensitivity of the proposed project. The FHWA Wisconsin Division Office is actively engaged as WisDOT develops the project, and staff members routinely provide strong direction in the National Environmental Policy Act (NEPA) review process. Several other FHWA offices, including FHWA Headquarters, are also involved in the project.

Public involvement is an important element of any Federal-aid highway project. In June 2014, WisDOT held the fifth set of public information meetings to describe the current alternatives and receive comments on the plans. In addition to public information meetings, WisDOT held many meetings with local officials, including from the city of Milwaukee, and neighborhood, community, and business organizations. Further, WisDOT used Community and Technical Advisory Committees to assist the study team in identifying and understanding issues associated with the project's purpose and need, developing and evaluating alternatives, and sharing project information.

Officials of WisDOT are preparing the draft environmental impact statements (EIS) under NEPA that will reflect the outreach initiatives. It will describe all reasonable alternatives for meeting project goals, their potential adverse impacts, and possible mitigation measures. After FHWA approves the draft EIS, WisDOT will make it available to the public for review and comment and will hold a public hearing. The WisDOT will consider and address all substantive comments in the final EIS.

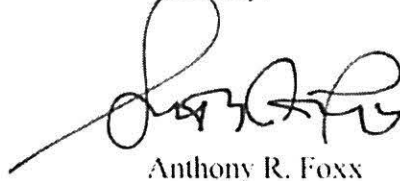
Page 2

The Honorable Gwen Moore

I can assure you that FHWA will continue to work with WisDOT throughout the NEPA review to ensure that public and other concerns are carefully considered and that the project, if a build alternative is selected, will avoid, minimize and mitigate potentially adverse effects to the extent possible.

I hope this is helpful. If I can provide further information or assistance, please feel free to call me.

Sincerely,

A handwritten signature in black ink, appearing to read 'Anthony R. Foxx', with a long horizontal line extending to the left.

Anthony R. Foxx

From: Thompson, Michael C - DNR [<mailto:MichaelC.Thompson@Wisconsin.gov>]
Sent: Monday, July 30, 2012 4:22 PM
To: Lynch, Jason - DOT
Cc: Webb, Charlie/MKE
Subject: DNR accepts invitation to be a cooperating agency for WisDOT 1060-27-00, environmental review process for the I-94 East-West Corridor Study, Milwaukee Co.

Jason,
The Department accepts your invitation to be a cooperating agency in the environmental review process for the I-94 East-West Corridor Study, Milwaukee Co.
I look forward to working with you on the project.

Thanks,
Mike
Michael C. Thompson
Team Supervisor
Environmental Analysis & Review Program - Northeast and Southeast Regions
Wisconsin Department of Natural Resources
() cell phone: (414) 303-3408
() e-mail: michaelc.thompson@wisconsin.gov
Website: dnr.wi.gov
Find us on Facebook: www.facebook.com/WIDNR

From: Payant, Dobra - DOT
Sent: Monday, September 17, 2012 4:38 PM
To: Thompson, Michael C - DNR
Cc: Lynch, Jason - DOT; Barth, Tony - DOT; Waldschmidt, Jay - DOT; Lee, Scott - DOT; Webb, Charlie; DOT DTSD SE SEF I94EW Doc Control
Subject: WisDOT response to DNR-identified coordination items for I94 EW study

Hi Mike,

Thank you for your comments regarding the I94 East-West corridor study.

Attached you will find our response to the coordination items that you identified below.



120917 resp to
 DNR comment e-m..

I'm looking forward to our continued communication during the project.

Thank you for meeting with me.

Dobra

Dobrogniewa (Dobra) S. Payant, P.E.

DTSD SE Region

141 N W Barstow Street

Waukesha, WI 53187-0798

(414) 750-2677

From: Thompson, Michael C - DNR
Sent: Wednesday, August 15, 2012 9:55 AM
To: Payant, Dobra - DOT
Cc: McMullen, Peter T - DNR; Hartsook, Bryan D - DNR; Ritchie, Jim M - DNR; Cook, Melissa A - DNR
Subject: Thanks

Dobra,

Thanks for talking with me yesterday about potential DNR-DOT coordination items for the I94, East-West, project:

- Threatened and Endangered Species [clarification: Butler's Gartersnakes not present. Wafer Ash and Peregrine Falcons outside of ROW.]
- cursory review indicates no DNR grant funded public recreational facilities (4f/6f)
- DNR Hank Aaron State Trail (HAST) south of I94 corridor
- Complete Streets – any opportunities to connect HAST with neighborhoods north of I94 and other parks/trails?
- Remediation and Redevelopment and Solid Waste
- Relocations and demolition – asbestos abatement
- DNR and DOT CO are reviewing Air impact assessment methodologies
- Flooding and Milwaukee Metropolitan Sewerage District (MMSD) flood control projects
- DNR and DOT CO are developing guidance for new stormwater Total Maximum Daily Limits (TMDLs), Waste Load Allocations, and Municipal Separate Storm Sewer System (MS4) permits
- Stadium District stormwater management
- Canadian Pacific Railroad Bridge over the Menomonee River piers that create turbulent erosive river flow
- Menomonee River concrete removal for flood control and aquatic habitat improvement
- Wetlands
- American Transmission Company (ATC) transmission lines

Mike
 (414) 303-3408

WisDOT Response to Coordination Items Identified by DNR on 8/15/2012

I-94 East-West Corridor Study, Project ID 1060-27-00

1. Threatened and Endangered Species [clarification: Butler's Gartersnake habitat not present. Wafer Ash and Peregrine Falcons outside of ROW.]

Response: WisDOT rare species survey was performed in June 2012 based on DNR BER's June 7, 2012 letter. One special concern species (wafer ash) and one threatened species (pale purple coneflower) were located in the field. Butler's Gartersnake habitat was also field identified.

2. Cursory review indicates no DNR grant funded public recreation facilities [4(f)/6(f)]

Response: WisDOT's review also found no public recreation facilities funded by LWCF funds. The Hank Aaron State Trail extension that crosses under I-94 on 42nd Street is not funded by LWCF or other special federal funding sources. Per the MOA signed by WisDOT and DNR during the Zoo Interchange study, the Hank Aaron State Trail is not a Section 4(f) facility.

3. DNR Hank Aaron State Trail (HAST) south of I-94 corridor

Response: WisDOT is aware of the trail. No impacts to the trail are anticipated.

4. Remediation and Redevelopment and Solid Waste

Response: WisDOT will conduct a Phase 1 hazardous material assessment as part of the corridor study

5. Relocations and demolition - asbestos abatement

Response: if buildings are displaced, WisDOT will complete asbestos survey prior to demolition. Asbestos surveys will also be completed for all bridges within the study limits during this project.

6. DNR and DOT CO are reviewing Air impact assessment methodologies

Response: WisDOT's study team will keep in contact with WisDOT CO on this issue

7. Flooding and Milwaukee Metropolitan Sewerage District (MMSD) flood control projects

Response: WisDOT will coordinate with MMSD on future flood control measures

8. DNR and DOT CO are developing guidance for new stormwater Total Maximum Daily Limits (TMDLs), Waste Load Allocations, and Municipal Separate Storm Sewer System (MS4) permits

Response: WisDOT's study team will keep in contact with WisDOT CO on this issue

9. Stadium District stormwater management

Response: WisDOT study team is obtaining stormwater management info for Miller Park and its parking lots

10. Canadian Pacific Railroad Bridge over the Menomonee River piers that create turbulent erosive river flow

Response: Although it's early in the alternatives development process, WisDOT does not envision any project-related impacts to this bridge

11. Menomonee River concrete removal for flood control and aquatic habitat improvement

Response: WisDOT is aware of MMSD plans to remove concrete lining in the Menomonee River between I-94 and Wisconsin Avenue.

12. Wetlands

Response: several small, low-quality wetlands were identified in the project area during June 2012 preliminary wetland boundary mapping.

13. American Transmission Company (ATC) transmission lines

Response: WisDOT will work with ATC to avoid or minimize overhead transmission line relocation.



October 1, 2012

Ms. Dobra Payant, PE
WisDOT Southeast Region
141 NW Barstow Street
Waukesha WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to review and comment on the *Coordination Plan and Impact Analysis Methodology* for the I-94 East-West Freeway Study (70th Street – 25th Street), Milwaukee Co. The collaborative *Cooperative Agreement between the Wisconsin Department of Natural Resources and Wisconsin Department of Transportation* is described in the *Plan*. The Department shares the commitment to coordination and planning that protects public health and safety, maximizes the use of existing infrastructure, and conserves resources that support a sustainable high quality of life.

The Department offers the following *Impact Analysis Methodology* comments:

Section 13 Water Resources Impact Methodology

Clean Water Act, Section 303(d), impaired water bodies are present within the Milwaukee River Basin and Study area¹. The Environmental Protection Agency requires a Total Maximum Daily Load (TMDL) analysis for impaired water bodies to establish the pollutant reductions needed to meet water quality goals. The Milwaukee Metropolitan Sewerage District is developing TMDLs as a third party on behalf of the Wisconsin Department of Natural Resources for the Menomonee River, Kinnickinnic River, and Milwaukee River Watersheds, and for the Milwaukee Harbor Estuary. Fecal coliform bacteria, phosphorous, and sediment are the pollutants of interest. Draft Waste Load Allocations will be prepared October 2012. A Draft Implementation Plan is anticipated January 2013. A Final Implementation Plan is expected September 2013. Municipal Separate Storm Sewer System (MS4) permits will incorporate TMDL requirements. The Departments of Natural Resources and Transportation are developing TMDL and MS4 guidance. The Department recommends that the conceptual storm water quality evaluation consider TMDL and MS4 requirements and analyze the potential impact of proposed highway improvements on existing water quality conditions.

Flooding concerns are present in the Study area. The Department suggests the conceptual storm water management plan evaluate the potential impact of proposed highway facilities runoff release rates during 100-year and 2-year storm events. This information may assist Milwaukee Metropolitan Sewerage District and adjacent communities' management of flood control infrastructure. The Department acknowledges *TRANS 401 Construction Site Erosion Control and Storm Water Management Procedures for Department of Transportation Actions and Facilities Development Manual* requirements.

¹ Milwaukee Metropolitan Sewerage District *Map of Milwaukee River Basin and Impaired Water Bodies*
http://v3.mmsd.com/AssetsClient/documents/waterqualityresearch/TMDL/ImpairedWaterBodies_MilwBasinTMDL.pdf

Section 16: Air Quality Impact Methodology

The Environmental Protection Agency recommends that agencies begin using MOVES2010a (Motor Vehicle Emission Simulator) and EMFAC2007 (California Emission Factor) air quality models at the earliest practicable time for transportation conformity, general conformity, and National Environmental Policy Act purposes although the two-year grace period ends December 20, 2012².

Closing

Thanks again for the opportunity to comment. I look forward to reviewing the Study's *Draft Purpose and Need* statement. Please contact me by telephone (414) 303-3408 or email MichaelC.Thompson@Wisconsin.gov if I can provide further assistance. I'd be glad to meet or speak with you.

Sincerely,



Michael C. Thompson
Environmental Analysis and Review Team Supervisor
Northeast and Southeast Regions

Cc: Rebecca Graser, USACE
Michael Leslie, USEPA
Charles Warzecka, DHS
Sharon Gayan, DNR
Lloyd Eagan, DNR
Joe Hoch, DNR
Mike Halsted, DNR

² EPA, *Using the MOVES and EMFAC Emission Models in NEPA Evaluations*, February 8, 2011, Memorandum <http://www.epa.gov/compliance/resources/policies/nepa/using-the-MOVES-and-EMFAC-emissions-models-in-NEPA-evaluations-pg.pdf>



December 3, 2012

Ms. Dobrogniewa (Dobra) S. Payant, P.E.
Wisconsin Department of Transportation
141 N W Barstow Street
Waukesha, WI 53187

Ms. Bethaney Bacher-Gresock
Federal Highway Administration
525 Junction Road, Suite 800
Madison, WI 53717

Dear Ms. Pyant and Ms. Bacher-Gresock:

Thank you for the opportunity to comment on the Draft Purpose and Need for the IH-94 East-West Corridor Study, 70th St. to 25th St., Milwaukee. The Department concurs with the Purpose and Need and that safety, deteriorating bridges and pavement, obsolete design, traffic demand and efficient regional transportation system operations must be addressed. Obsolete storm water management facilities should be improved in this drainage area where flooding occurs and the Menomonee River does not meet water quality standards.

The Departments of Natural Resources and Transportation collaborate during transportation planning to develop projects that meet transportation needs, minimize adverse environmental impacts, maximize use of existing infrastructure, and consider stakeholder input and public opinion. The Department is committed to cooperation and planning to protect public health, safety, and the environment while conserving resources that support a sustainable, high quality of life.

Please contact me at (414) 303-3408 or MichaelC.Thompson@Wisconsin.gov if I can provide further information and assistance. I would be glad to meet or speak with you.

Sincerely,

Michael C. Thompson
Environmental Analysis Supervisor

Cc: Kathleen Kowal, U.S. Environmental Protection Agency
Anthony Jernigan, U.S. Army Corps of Engineers
Mr. Christopher Hiebert, Southeastern Wisconsin Regional Planning Commission
Ms. Debra Jensen, Milwaukee Metropolitan Sewerage District
Kristina Betzold, Wisconsin Department of Natural Resources
Bryan Hartsook, Wisconsin Department of Natural Resources
Sharon Gayan, Wisconsin Department of Natural Resources
Joe Hoch, Wisconsin Department of Natural Resources



July 1, 2013

Ms. Dobrogniewa Payant, P.E.
Wisconsin Department of Transportation
I-94 East-West Study Team
141 NW Barstow St.
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to comment on the draft of Section 2, I-94 East-West, Draft Environmental Impact Statement, Milwaukee. The Department concurs with the range of alternatives considered for the study.

Please contact if I can provide further assistance. I would be glad to speak or meet with you.

Sincerely,

Michael C. Thompson
Wisconsin Department of Natural Resources
Office of Business Support and Sustainability
(414) 303-3408

Cc: Anthony Jernigan, USACE
Kenneth Westlake, EPA
Michele Curan, NPS
Bethany Bacher-Gresock, FHWA
Peter McMullen, DNR
Mike Friedlander, DNR
Joe Hoch, DNR
Melissa Cook, DNR
Kristina Betzold, DNR



July 17, 2014

Ms. Dobrogniewa Payant, P.E.
Wisconsin Department of Transportation
I-94 East-West Study Team
141 NW Barstow St.
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to comment on the Revised Draft Section 2 Alternatives Considered, I-94 East-West, Draft Environmental Impact Statement, Milwaukee. The alternatives development and refinement process began in 2012. All alternatives currently retained for further consideration include reconstruction to modern design and safety standards with eight-lane capacity expansion.

At-grade and Double Deck alternatives are being considered in the west segment (70th St. to the Stadium Interchange). The At-grade alternative has two options: no interchange at Hawley Road or a half interchange at Hawley Road. The Double Deck alternative also has two options: the All Up and Partial Down options. The All Down option has been eliminated from consideration. On-alignment and Off-alignment near 25th St. alternatives are being considered in the east segment (Stadium Interchange to 16th St.)

The Department concurs with the range of alternatives considered for the study.

Please contact if I can provide further assistance. I would be glad to speak or meet with you.

Sincerely,

Michael C. Thompson
Supervisor - Bureau of Environmental Analysis and Sustainability
Wisconsin Department of Natural Resources
(414) 303-3408

Cc: Anthony Jernigan, USACE
Kenneth Westlake, EPA
Michele Curan, NPS
Bethany Bacher-Gresock, FHWA
David Bizot, DNR
Bryan Laude, DNR
Kristina Betzold, DNR



RECEIVED

MAY 16 2014

FHWA
WISCONSIN DIVISION

May 14, 2014

Ms. Bethaney Bacher-Gresock
Major Projects Environmental Manager
Federal Highway Administration – Wisconsin Division Office
525 Junction Rd, Suite 8000
Madison, WI 53717

RE: FHWA's Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St, Milwaukee, WI

Dear Ms. Bacher-Gresock:

The Wisconsin State Historic Preservation Office has received a copy of your memorandum, dated April 22, 2014, which discusses FHWA's position on the potential for adverse effects to each of the eligible or listed historic properties within the above project area. We concur on the following points:

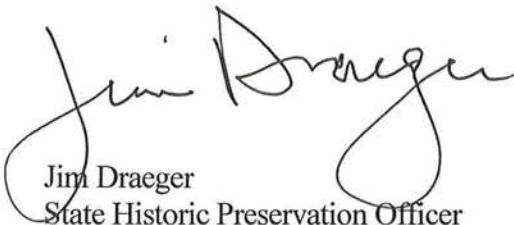
- the proposed undertaking will not adversely affect Story Hill Residential District #1
- the proposed undertaking will not adversely affect Soldiers' Home Reef National Historic Landmark
- both of the proposed double-deck alternatives will have an adverse effect on the Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic District and Landmark
- the at-grade alternative has the potential to result in a finding of conditional no adverse effect

We do not concur with the assessment of effects for Story Hill Residential Districts #2 and #3 and for Calvary Cemetery. As you correctly quoted from the regulations, any alteration, direct or indirect, that diminishes the integrity of a historic property is an adverse effect. The subset that follows goes on to include examples of adverse effects, including "introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant features" [36 CFR 800.5(a)(2)(v)]. The word that needs to be emphasized here is *integrity*. Any historic property, regardless of the criteria for which it is nominated, must have historic integrity to be eligible for the National Register. The National Park Service has identified seven types of integrity including setting, location, feeling and association; all of which are assessed when evaluating effects on a property. An elevated road system adjacent to both the

Story Hill neighborhood and Calvary Cemetery diminishes their integrity of setting and feeling, permanently altering characteristics of the setting that were instrumental in the original siting of these properties and introduces strong visual barriers that were not present earlier.

We appreciate all of the work the design team has already done to minimize the impact of the project on these historic properties and we look forward to continued consultation as we worked towards concluding the Section 106 process.

Sincerely,



Jim Draeger
State Historic Preservation Officer
Wisconsin Historical Society
Division of Historic Preservation – Public History
608-264-6464
jim.draeger@wisconsinhistory.org

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 ROCKWOOD DRIVE • PO BOX 1607 • WAUKESHA, WI 53187-1607 • **TELEPHONE (262) 547-6721**
FAX (262) 547-1103

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July 3, 2012

Mr. Jason Lynch, P.E.
Wisconsin Department of Transportation
Southeast Regional Office
141 NW Barstow Street
P.O. Box 798
Waukesha, WI 53187

Dear Mr. Lynch:

Pursuant to your letter request dated June 28, 2012, the Southeastern Wisconsin Regional Planning Commission will be a participating agency in the environmental review process for the IH 94 East-West corridor study being conducted by the Wisconsin Department of Transportation. With respect to the first agency coordination meeting scheduled for July 17, 2012, I will be unable to attend, but Christopher Hiebert, the Commission's staff's Chief Transportation Engineer, will attend.

Sincerely,



Kenneth R. Yunker, P.E.
Executive Director

KRY/RWH/dad
#205598

From: Hoel, Ryan W. [mailto:RHOEL@SEWRPC.org]

Sent: Monday, December 03, 2012 2:11 PM

To: 'Dobra.Payant@dot.wi.gov'

Cc: 'Anthony.D.Jernigan@usace.army.mil'; 'Westlake.Kenneth@epa.gov'; 'Michele_Curran@nps.gov'; 'MichaelC.Thompson@Wisconsin.gov'; Polenske, Jeff; 'Glenn.Madderom@va.gov'; 'Alphaeus.Richburg@va.gov'; 'Brian.Dranzik@milwcnty.com'; 'pdaniels@ci.west-allis.wi.us'; 'Jay.Waldschmidt@dot.wi.gov'; Bethaney.Bacher-Gresock@dot.gov; 'David.Nguyen@dot.wi.gov'; Webb, Charlie/MKE; scott.lee@dot.wi.gov; 'Jason.Lynch@dot.wi.gov'; 'Tony.Barth@dot.wi.gov'; Yunker, Kenneth R.; Hiebert, Christopher T.

Subject: RE: Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, Wisconsin

Dobra,

Commission staff appreciate the opportunity to comment on the draft purpose and need statement for the IH 94 East-West study. We have reviewed the document and have the following suggested changes to the draft document:

On page 1-5, it is suggested that the following text be added to the last paragraph on this page:

In addition, the study acknowledges that every freeway segment will require preliminary engineering and environmental impact studies conducted by WisDOT, and that during preliminary engineering, various freeway reconstruction alternatives would be necessarily considered, including rebuilding the freeway system as is, reconstructing the freeway system to provide varying degrees of meeting modern design standards, and reconstructing the freeway system with and without additional lanes. Lastly, the regional freeway reconstruction study acknowledged that final decisions with respect to freeway reconstruction and whether or not additional lanes will be provided would be made only at the conclusion of preliminary engineering.

On page 1-7, it is suggested that the first two sentences of the second paragraph under the heading "1.3.1 Land Use and Transportation Planning" be changed to read:

SEWRPC's principal responsibility is to prepare an advisory comprehensive plan for the physical development of the region, including a regional land use plan, which is the basis of all other plan elements, including transportation.

On page 1-9, it is suggested that the last paragraph on this page be changed to read:

The 2035 regional transportation system plan recognizes that the 127 miles of freeway widening proposed in the plan, and in particular the 19 miles of widening in the City of Milwaukee (including IH 94 between the Zoo and Marquette interchanges), will undergo preliminary engineering and environmental impact studies by WisDOT. The plan acknowledged that during preliminary engineering, alternatives will be considered, including rebuild-as-is, various options of rebuild to modern design standards, compromises to rebuilding to modern design standards, rebuilding with additional lanes, and rebuilding with the existing number of lanes. The plan further acknowledged that only at the conclusion of preliminary engineering would a determination be made as to how the freeway would be reconstructed.

Please contact our office with any questions regarding our suggested changes to the draft purpose and need statement.

Ryan W. Hoel, P.E.
Principal Engineer
Transportation Division
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, WI 53187-1607
(262) 547-6721
(262) 547-1103 fax
rhoel@sewrpc.org

From: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

Sent: Friday, November 02, 2012 3:21 PM

To: 'Anthony.D.Jernigan@usace.army.mil'; 'Westlake.Kenneth@epa.gov'; 'Michele_Curran@nps.gov'; 'Glenn.Madderom@va.gov'; 'Alphaeus.Richburg@va.gov'; Thompson, Michael C - DNR; 'Brian.Dranzik@milwcnty.com'; Polenske, Jeff; 'pdaniels@ci.west-allis.wi.us'; Yunker, Kenneth R.

Cc: Waldschmidt, Jay - DOT; 'Bethaney.Bacher-Gresock@dot.gov'; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; 'Mary O'Brien'

Subject: Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, Wisconsin

Attached is the draft purpose and need statement for the I-94 East-West corridor study in Milwaukee, WI.

We are sending you this document for your review and comment. This is the first concurrence point in the agency coordination process documented in the Agency Coordination Plan that you reviewed in August.

The purpose of this project is to address the deteriorated condition of the study area freeway system, obsolete roadway and bridge design, current and future traffic demand, and high crash rates. The draft purpose and need statement will become Section 1 of the Draft EIS.

Please provide comments on the draft purpose and need statement to WisDOT (Dobra Payant) and FHWA (Bethaney Bacher-Gresock) by **Monday, December 3, 2012**. After receiving your comments WisDOT and FHWA will review comments and assess whether a meeting is needed to discuss any substantive comments on the purpose and need statement. If a meeting is needed we will follow up with you to schedule the meeting.

Thank you for your involvement in this study and your comments on previously submitted Agency Coordination Plan and Impact Analysis Methodology. We are currently working on updating these two documents and anticipate sending the updated versions to you shortly.

Thank you again for your participation,

From: Hiebert, Christopher T. [<mailto:CHIEBERT@SEWRPC.org>]

Sent: Friday, July 12, 2013 3:15 PM

To: Payant, Dobra - DOT

Cc: Barth, Tony - DOT; Lynch, Jason - DOT; Heimlich, Brad; Webb, Charlie; DOT DTSD SE SEF I94EW Doc Control; Hoel, Ryan W.; Yunker, Ken

Subject: RE: Confirmation of deadline extension for submittal of comments on draft Section 2 of DEIS for I-94 EW study

Dobra,

Please find attached a copy of Section 2 of the DEIS and MS Word document containing our proposed changes and comments. Thank you again for the extra time.

Let me know if you have any questions.

Sincerely,

Christopher T. Hiebert, P.E.
Chief Transportation Engineer
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, WI 53187-1607
Phone: (262)547-6722 x 227
Fax: (262)547-1103
chiebert@sewrpc.org

From: Andrea.Weddle-Henning@milwcnty.com [mailto:Andrea.Weddle-Henning@milwcnty.com]
Sent: Thursday, July 26, 2012 5:56 PM
To: Lynch, Jason - DOT
Cc: Frank.Busalacchi@milwcnty.com; Aziz.Aleiow@milwcnty.com
Subject: I-94 E-W Corridor Study- Participating Agency - Milwaukee County response

Hi Jason,

Milwaukee County accepts the invitation to become a participating agency for the I-94 E-W Corridor Study/Project per your June 28, 2012 invitation letter. Thank you for your consideration.

Please continue to send information, emails, invites to the following Milwaukee County representatives:

- Frank Busalacchi, Director of Milwaukee County DOT- frank.busalacchi@milwcnty.com
- Andrea Weddle-Henning, Transportation Engineering Manager - andrea.weddle-henning@milwcnty.com
- Aziz Aleiow, Managing Engineer-aziz.aleiow@milwcnty.com

The address is the same for all above (Milwaukee County DOT, 2711 W. Wells St., Suite 300, Milwaukee, WI 53208.

Thanks,

Andrea J. Weddle-Henning, P.E.
Transportation Engineering Manager
Milwaukee County DOT- Transportation Services
2711 W. Wells St., Suite 300
Milwaukee, WI 53208
Office: (414) 278-4934
Fax: (414) 223-1850
Email: andrea.weddle-henning@milwcnty.com

1 By Supervisors Weishan & Mayo
2
3

4 A RESOLUTION

5 Opposing freeway expansion options for I-94 from North 25th Street to North 70th
6 Street that could detract from the quality of life of Milwaukee County residents.
7

8 WHEREAS, on December 27, 2007, the City of Milwaukee Common
9 Council adopted file #071114, a resolution expressing the City's opposition to
10 the proposed reconstruction and expansion of Interstate 94 and its support
11 for a new strategic approach to transportation investments in Southeastern
12 Wisconsin; and
13

14 WHEREAS, a federal judge ruled that the State Department of
15 Transportation's Environmental Impact Statement supporting the \$1.7 billion
16 taxpayer funded rebuilding and expansion of the Zoo Interchange is deficient
17 and violates federal law; and
18

19 WHEREAS, the Story Hill Neighborhood Association (SHNA) has expressed
20 its opposition to the State DOT on freeway corridor expansion options for I-94 from
21 North 25th Street to North 70th Street; and
22

23 WHEREAS, the SNHA also expressed to the State that the I-94 freeway
24 corridor must be designed and rebuilt within the existing footprint to maintain and
25 preserve the quality of life and housing stock with no removal of homes; and
26

27 WHEREAS, On December 3, 2008, the American Civil Liberties Union
28 of Wisconsin ("ACLU") filed a complaint with the U.S. Department of
29 Transportation's Departmental Office for Civil Rights and the Federal
30 Highway Administration's Office of Civil Rights relating to the Wisconsin
31 Department of Transportation's plans to reconstruct and expand I-94
32 between the Mitchell Interchange and the Illinois State Line, construct a new
33 interchange at Drexel Avenue and close a significant portion of the
34 interchange at S. 27th Street and I-894; and
35

36 WHEREAS, The ACLU complaint objected to WisDOT's plans on civil
37 rights and environmental justice grounds, particularly that WisDOT's actions
38 have "both the intent and effect of imposing disproportionate and
39 unnecessary harm upon the residents of the city of Milwaukee"; and
40

41 WHEREAS, the ACLU asserts that WisDOT has failed to consider or
42 take actions that would provide benefits to Milwaukee residents to offset
43 the negative effects of its I-94 plans; and
44

45 WHEREAS, the ACLU alleged that WisDOT's decision-making process
46 regarding the project, and the decision itself, discriminates and violates Title
47 VI of the Civil Rights Act and environmental justice requirements; and
48

49 WHEREAS, the SHNA overall position is to support making
50 improvements to the I-94 corridor between 70th and 25th streets as necessary, but
51 to otherwise rebuild the highway in the existing footprint, keeping all entrance/exit
52 opportunities, except General Mitchell Boulevard, as is. The quality of life that the
53 Story Hill neighborhood and our surrounding business districts and neighborhoods
54 enjoy must not be reduced or worse, eliminated; and
55

56 WHEREAS, cost estimates for the project range from \$370 million to
57 reconstruct the freeway to its current configuration, to \$1.2 billion to rebuild and
58 expand the freeway (which includes sections of double-decking through the Story
59 Hill neighborhood and moving the entire right-of-way in the Merrill Park
60 neighborhood; and
61

62 WHEREAS, with the pending lawsuit concerning rebuilding the Zoo
63 Interchange and more delays in completing the I- 94 North/South freeway through
64 Racine and Kenosha counties, as well as other road projects proposed or already
65 underway throughout the state, the SHNA does not believe a total rebuild of this
66 freeway corridor is something taxpayers can afford at this time; and
67

68 WHEREAS, it is reasonable and prudent that a new balanced approach be
69 taken that would take into account local roads, bridges, and other intermodal
70 options now, therefore
71

72 BE IT RESOLVED, the County Board opposes freeway expansion options for
73 I-94 from North 25th Street to North 70th Street that could detract from the quality of
74 life of Milwaukee County residents.

From: Polenske, Jeffrey [<mailto:Jeffrey.Polenske@milwaukee.gov>]
Sent: Wednesday, July 25, 2012 4:22 PM
To: Lynch, Jason - DOT
Subject: FW: Participating Agency Acceptance

Jason,

The City of Milwaukee formally accepts your invitation to be a Participating Agency in the environmental review process for the I-94 East-West Corridor Study in Milwaukee County, Wisconsin. The City understands and accepts the responsibilities of being a Participating Agency in this process. We look forward to working cooperatively with your agency and other stakeholders in this important part of the I-94 East-West Corridor Study.

Thanks,
Jeffrey S. Polenske
City Engineer
City of Milwaukee
(414)286-2400

The City of Milwaukee is subject to Wisconsin Statutes related to public records. Unless otherwise exempted from the public records law, senders and receivers of City of Milwaukee e-mail should presume that e-mail is subject to release upon request, and is subject to state records retention requirements. See City of Milwaukee full e-mail disclaimer at www.milwaukee.gov/email_disclaimer



Department of Public Works
Infrastructure Services Division

Ghassan Korban
Commissioner of Public Works

Preston D. Cole
Director of Operations

Jeffrey S. Polenske
City Engineer

October 1, 2012

Ms. Dobrah Payant, P.E.
Southeast Region
Wisconsin Department of Transportation
141 N.W. Barstow Street
Waukesha, WI 53187-0798

Subject: I-94 East-West Freeway Corridor Study
Coordination Plan and Impact Analysis Methodology
Project I.D. 1060-27-00

Dear Ms. Payant:

The City of Milwaukee has reviewed the Coordination Plan and Impact Analysis Methodology documents for the corridor study. The City has no objections to the information contained in either of these documents. We look forward to working with your team on this project.

Very truly yours,

Jeffrey S. Polenske, P.E.
City Engineer

RWB: ns

D-54





Department of Public Works
Infrastructure Services Division

Ghassan Korban
Commissioner of Public Works

Preston D. Cole
Director of Operations

Jeffrey S. Polenske
City Engineer

December 4, 2012

Ms. Dobrah Payant, P.E.
Southeast Region
Wisconsin Department of Transportation
141 N.W. Barstow Street
Waukesha, WI 53187-0798

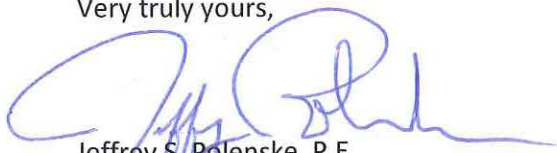
Subject: I-94 East West Freeway Corridor Study
Draft Purpose and Need Statement for the Project
Project I.D. 1060-27-00

Dear Ms. Payant:

We have reviewed the draft purpose and need statement for the project and offer the following comments: in general, we agree with the information contained in the statement. We have some concerns with Section 1.3.5.2 Future Traffic Volumes. It is not stated what level of transit service/usage is contained in the 2040 SEWRPC traffic projections. The level of transit service/usage can have a significant impact on future traffic projections. In addition, the City believes that any traffic analysis done on this segment of freeway needs to be done on a corridor basis as opposed to a freeway analysis only. A corridor analysis should include impacts to traffic demand and operation on parallel roadways and feeder roadways to freeway ramps. We base this belief on experience gained during previous resurfacing projects on this freeway segment. During the resurfacing projects when there were only two thru lanes available on the freeway, the City verified by traffic counting that traffic was diverted to parallel arterial roadways. Significant diversion occurred from as far north as Capitol Drive and as far south as Oklahoma Avenue. This suggests that traffic within this corridor shifts when there are significant changes in capacity on major roadways within the corridor. We believe that this phenomenon should be considered in the assignment of future traffic volumes used in this study.

Please let us know if there are any questions with regards to the comments submitted.

Very truly yours,



Jeffrey S. Polenske, P.E.
City Engineer

RWB: ns

D-55



Department of Public Works
Infrastructure Services Division

Ghassan Korban
Commissioner of Public Works

Preston D. Cole
Director of Operations

Jeffrey S. Polenske
City Engineer

March 1, 2013

Ms. Dobrah Payant, P.E.
Southeast Region
Wisconsin Department of Transportation
141 N.W. Barstow Street
Waukesha, WI 53187-0798

Subject: I-94 East West Freeway Corridor Study
Project I.D. 1060-27-00

Dear Ms. Payant:

The City of Milwaukee as a participating agency in the environmental review process for this corridor study would like to reiterate our previous positions taken on the East West I-94 freeway corridor as well as address our current concerns with the planning process for the corridor study.

The City believes that the current east west corridor study must consider all modes of transportation to assure the implementation of an efficient and balanced transportation system that is responsive to all segments of the community. The corridor study should not be limited to alternatives that simply seek to improve the operational characteristics of the freeway but should consider options that improve regional and local mobility by concurrently implementing mass transit improvements. If coordinated right, a mass transit improvement could be a significant component of an effective traffic mitigation strategy during construction.

With the Zoo Interchange reconstruction project currently scheduled to last until 2018, possibly extend into 2019 or 2020 depending on budget availability, and with the East West I-94 freeway project expected to follow for several years after the Zoo Interchange work, it is possible that major construction activity could continue through the year 2025 creating a significant hardship for the citizens and businesses whose livelihood depends on good access and efficient travel within and through this corridor. There seems to be an opportunity here to identify and implement improved mass transit service within this east west corridor that would not only provide benefits for traffic mitigation purposes during the extensive construction activities but also provide long term benefits beyond construction, complementing the Zoo Interchange and the East West I-94 freeway improvements. A comprehensive transportation improvement that includes a strong mass transit component would maximize mobility and access to jobs for all citizens. One such option that could be considered would be to establish an enhanced version of the east/west commuter train service that was provided during the 1997-1998 east-west freeway resurfacing project when AMTRACK Hiawatha service was extended between Milwaukee and Watertown.

Ms. Dobrah Payant
March 1, 2013
Page 2

As stated in our letter of December 4, 2012, concerning the draft Purpose and Need Statement for this project, the City also believes that any traffic analysis done to compare potential East-West I-94 corridor alternatives should be done on a broader corridor basis as opposed to a freeway only type of analysis. Traffic counts taken during previous resurfacing projects on this freeway segment verified that significant freeway traffic was diverted to parallel arterial roadways as far north as Capitol Drive and as far south as Oklahoma Avenue. This suggests that traffic within this corridor shifts when there are significant changes in capacity on major roadways within the same corridor. The City is concerned that the new corridor alternatives (particularly those which provide for additional through capacity on east-west I-94) will simply shift additional traffic from parallel arterials onto the freeway and any perceived or anticipated improvement in level of service or travel times on the freeway may not materialize. We believe that this traffic shifting phenomenon should be considered in the assignment of future traffic volumes used in this corridor study.

Attached for your consideration is Common Council resolution #011729 setting forth the City of Milwaukee's position on the draft findings of "A Regional Freeway Reconstruction Plan for Southeast Wisconsin" and includes positions that pertain directly to the East West I-94 corridor.

As indicated in the attached Council Resolution, the City has and remains opposed to capacity expansion in the east west corridor between the Marquette and Zoo Interchanges by additional through lanes. The City believes that such capacity expansion would result in dramatic adverse impacts to adjacent neighborhoods and/or impacts to the property tax base. As also indicated in the attached resolution, the City does not support the double decking of the I-94 freeway from Miller Park to Hawley Road simply for the purpose of meeting modern freeway shoulder design standards. The City would remain opposed to any new freeway designs that would be detrimental to adjacent neighborhoods, particularly the Story Hill neighborhood, in terms of visual, noise or encroachment impacts.

The City is not opposed to freeway safety improvements where reasonable and where impacts are not excessive. For example, the City would not be opposed to the installation of right hand on and off ramps at interchanges or the addition of auxiliary lanes between on and off- ramps that reduce weaving movements and can enhance safety provided that these improvements do not have a negative impact on the City's neighborhoods and property tax base. The City believes that these kinds of safety improvements may also allow the existing freeway capacity to be more efficiently utilized and thus reduce the likelihood of future capacity expansion.

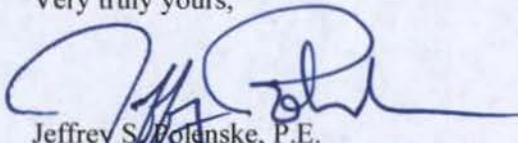
Finally, the City does have significant concerns with any alternatives that remove access points to the east west freeway system. The City would be opposed to a reduction in freeway access points or changes in access that would significantly inconvenience City residents or significantly impact businesses that depend on the current freeway access. With that being said, the City would not necessarily be opposed to changes in access associated with local roads having access to a frontage or collector-distributor roadway as opposed to the mainline freeway itself (as was done in the Marquette and Mitchell Interchanges)

Ms. Dobrah Payant
March 1, 2013
Page 3


provided that the frontage/collector-distributor roadways would be constructed without significant negative impact to the City's neighborhoods and tax base.

We hope that this information will be useful as the Corridor study moves into the preliminary alternative selection process for further, more detailed evaluation. We look forward to working with your team on this critical transportation project. If you have any questions regarding this information, please contact Jeffrey Polenske at (414) 286-2400.

Very truly yours,



Jeffrey S. Polenske, P.E.
City Engineer



Ghassan Korban
Commissioner of Public Works

RWB: ns

Enclosure

c: Dewayne Johnson, WISDOT



City of Milwaukee

10602701-00370R-RDA06
200 E. Wells Street
Milwaukee, Wisconsin
53202

Legislation Text

File #: 011729, **Version:** 2

Number

011729

Version

SUBSTITUTE 2

Reference

Sponsor

ALD. MURPHY

Title

Substitute resolution setting forth the City of Milwaukee's position on the draft findings of a study entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin", a.k.a. SEWRPC Planning Report No. 47, dated March 3, 2002.

Analysis

This resolution sets forth the official position of the City of Milwaukee regarding the draft findings of SEWRPC Planning Report No. 47, final draft dated March 3, 2002, entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin".

Body

Whereas, The Secretary of the Wisconsin Department of Transportation in 2000 requested the Southeastern Wisconsin Regional Planning Commission to lead a study entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin" to prepare a plan and program for rebuilding the regional freeway system in the 21st Century; and

Whereas, The study was requested due to the age of the 273-mile Southeastern Wisconsin freeway system and the need to reconstruct the entire system within the next 30 years; and

Whereas, The study addressed the relative importance of the freeway system, obsolescence of the freeway system design, traffic congestion on the freeway system, and relative cost of rebuilding the freeway system; and

Whereas, The City of Milwaukee was represented on the Study Advisory Committee and the Study Technical Subcommittee by Mayor John O. Norquist and Commissioner of Public Works, Mariano A. Schifalacqua; and

Whereas, The study alternatives and preliminary study findings are presented in the final draft of SEWRPC Planning Report No. 47 - A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin - Chapter VI - Design, Evaluation, and Consideration of Freeway System Reconstruction Alternatives, dated March 3, 2002; and

Whereas, The Study Advisory Committee met on March 21, 2002, to review the findings; and

Whereas, The Study Advisory Committee voted, with the City of Milwaukee representative and the

File #: 011729, Version: 2

State of Wisconsin Department of Natural Resources representative voting "no" and the Milwaukee County representative "abstaining", to send three alternatives forward to all towns, villages, cities, and counties in the region for their review and comment back to the Advisory Committee prior to the alternative(s) being formalized and recommended to be included in the regional transportation plan; and

Whereas, The 3 alternatives sent forth included, in all cases, the reconstruction of the freeway system with design and design related safety improvements at a base cost of \$5.5 billion with the taking of 577 acres of land, 166 residences, 23 commercial/industrial buildings and 2 governmental/institutional buildings, as well as adding additional freeway lanes to:

127 miles of the freeway system at an additional \$ 700 million (\$6.25 billion), and an additional 81 acres of land, 50 residences, 8 commercial/industrial buildings, and 1 governmental/institutional building. This alternative also requires the double decking of the freeway on I-94 between Miller Park and Hawley Road to accommodate the additional lanes.

121 miles of the freeway system (No widening on I-94 between the Zoo Interchange and the Marquette Interchange) at \$90 million less than the 127 mile widening alternative (\$6.16 billion) and 22 less acres, 18 fewer residences, 5 fewer commercial/industrial buildings (all as compared to the 127 mile widening alternative). This alternative also requires the double decking of the freeway on I-94 between Miller Park and Hawley Road to accommodate modern shoulder design standards unless design exceptions are requested and granted by the Federal Highway Administration.

108 miles of the freeway system (No widening on I-94 between the Zoo Interchange and the Marquette Interchange; no widening on I-43/94 between the Mitchell Interchange and the Marquette Interchange; no widening on I-43 between the Marquette Interchange and Silver Spring Drive) at \$260 million less than the 127 mile widening alternative (\$5.99 billion) and 46 fewer acres, 36 fewer residences, 8 fewer commercial/industrial buildings and 1 fewer governmental building (all as compared to the 127 mile widening alternative). This alternative also requires the double decking of the I-94 freeway between Miller Park and Hawley Road to accommodate modern shoulder design standards unless a design exception is requested and granted by the Federal Highway Administration; and

Whereas, Based on the presentation of the analysis it appears that none of the alternatives satisfactorily addresses the needs of the City of Milwaukee; now, therefore, be it

Resolved, By the Common Council of the City of Milwaukee, that the City of Milwaukee supports the following modified alternative for further consideration in the analysis of the reconstruction of the Southeastern Wisconsin Regional Freeway System:

The reconstruction of the freeway system with design and design related safety improvements at a base cost of \$5.5 billion with taking of 577 acres of land, 166 residences, 23 commercial/industrial buildings and 2 governmental/institutional buildings, as well as adding additional freeway lanes to 108 miles of the Freeway System (No widening on I-94 between the Zoo Interchange and the Marquette Interchange; no widening on I-43/94 between the Mitchell Interchange and the Marquette Interchange; no widening on I-43 between the Marquette Interchange and Silver Spring Drive) at an additional \$490 million over the base safety related alternative (\$5.99 billion) and 35 additional acres, 14 additional residences, no additional commercial/industrial buildings and no additional

File #: 011729, **Version:** 2

governmental buildings; and, be it

Further Resolved, That the City of Milwaukee does not support adding lanes above design related safety improvements at a cost of \$170 to \$250 million when a minimal reduction in travel time is estimated for the affected areas; and, be it

Further Resolved, Furthermore that while the City of Milwaukee generally sees the benefit from upgrading freeway facilities to current standards where it makes sense, is in good judgement and adds value to the City, it does not condone actions simply for the sake of upgrading. As such the City of Milwaukee does not support the double decking of the I-94 Freeway from Miller Park to Hawley Road simply for the purpose of meeting modern freeway shoulder design standards, due to the negative impacts such a double-decking would impose on the Story Hill Neighborhood including but not limited to noise, air quality, and aesthetics.

[Requestor](#)

[Drafter](#)
LRB02159-3
TWM/cac
4/9/2002



Division of Transportation
System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662
E-Mail: waukesha.dtd@dot.state.wi.us

May 13, 2013

Jeffery S. Polenske, P.E.
City Engineer
City of Milwaukee Department of Public Works
841 N. Broadway, Room 701
Milwaukee, WI 53202

Dear Mr. Polenske:

Thank you for submitting a letter to Dobra Payant, Deputy Project Manager, on March 1, 2013 documenting several concerns the City of Milwaukee has regarding the I-94 East-West Corridor Study, which is currently underway. In this letter WisDOT will address your concerns and explain the alternatives under consideration. As always, WisDOT is prepared to meet with you at any time to discuss your issues, and the project in general.

Consider all modes of transportation, including mass transit

Your letter notes that as part of the I-94 East-West Corridor Study, the City of Milwaukee wants WisDOT to "... consider all modes of transportation to assure the implementation of an efficient and balanced transportation system that is responsive to all segments of the community." You note that by implementing mass transit improvements as part of this project, there could be traffic mitigation benefits during construction of the Zoo Interchange as well as this project, and long term benefits of improving mobility and access to jobs for citizens.

As part of the I-94 East-West Corridor study, WisDOT is taking various modes of transportation (including mass transit) into consideration when developing alternatives. Section 2 of the Draft Environmental Impact Statement (DEIS) outlines the alternatives considered for this project. As a Participating Agency, the City of Milwaukee has an opportunity to review and provide comments on Section 2. A detailed response to your concerns regarding considering various modes of transportation for this project is included in Section 2 of the document. Section 2 will be sent to the study's Cooperating and Participating Agencies (including the City of Milwaukee) for review in mid-May.

Your letter also notes that a mass transit option to consider "... would be to establish an enhanced version the east/west commuter train service that was provided during the 1997-1998 east-west freeway resurfacing project when AMTRAK Hiawatha service was extended between Milwaukee and Watertown." Although we believe the service offered in 1998 proved to be underutilized, a similar transit option may be evaluated at a later point during this project.



Division of Transportation
System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662
E-Mail: waukesha.dtd@dot.state.wi.us

Traffic shifting from arterials to I-94

Your letter suggests that traffic analysis for the I-94 East-West Corridor Study should take place on a broader corridor basis to account for traffic potentially shifting from arterial roadways to the improved I-94. The traffic forecasts used for this study to determine future traffic volume and levels of service are based upon the SEWRPC traffic simulation model. This model explicitly accounts for potential changes in travel route, changes in travel distance and location, changes in travel mode, and changes in the timing of travel which may occur in response to the potential of additional capacity on I-94.

Opposition to capacity expansion

As part of the Environmental Impact Statement (EIS), WisDOT must look at a wide range of alternatives. The range of preliminary alternatives includes those that add additional lanes along I-94 while others do not.

Your letter notes that the City believes that capacity expansion on I-94 "... would result in dramatic adverse impacts to adjacent neighborhoods and/or impacts to the property tax base." The purpose of the environmental study is to analyze the impacts (environmental and cost) with the need for the project. WisDOT believes the preliminary alternatives developed for this project to date show limited direct impacts to local residences, businesses, cultural, and the environment. Feedback received to date on the subject study has led to design alternative refinements that reduce impacts. WisDOT is actively seeking stakeholder participation to identify key resource, access, and impact issues in a manner that will allow the Department to investigate solutions to minimize short- and long-term disruptions and impacts. WisDOT remains committed to working closely with the City throughout the remainder of the project planning phase, and into the design phase to avoid and minimize impacts wherever possible.

Double Decking of I-94

Your letter expresses concern over the potential of a double deck freeway between Hawley Road and Miller Park. WisDOT has developed several alternatives for the section of I-94 between Miller Park and Hawley Road, including at-grade alternatives. This section of the project includes three cemeteries adjacent to I-94, including Wood National Cemetery which is part of the Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark.

WisDOT is working with the residents of the Story Hill Neighborhood to listen to and respond to their concerns regarding this study. WisDOT officials attended a Story Hill Neighborhood Association meeting on February 25, 2013, to discuss the project and double deck options. The double-deck freeway options could be constructed at elevations that range from placing the top level at an elevation similar to the existing freeway's elevation ("All Down") to placing the bottom level at an elevation similar to the existing freeway's elevation ("All Up") or a combination of the two ("Split the Difference"). Potential impacts of the options carried forward for further study, including noise levels and visual impacts, will be assessed throughout the balance of the study process. Any preferred or recommended alternative for



Division of Transportation
System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662
E-Mail: waukesha.dtd@dot.state.wi.us

this section of the project will carefully and thoughtfully balance the safety, operational, and environmental aspects and impacts associated with the same.

Potential elimination of I-94 access

Your letter notes the City of Milwaukee has concerns regarding any alternatives that remove access points to I-94 in the study area. The study area exceeds current standards for safe and operational access.¹ The American Association of State Highway and Transportation Officials' (AASHTO) minimum desired spacing between interchanges in an urban setting is 1 mile. WisDOT and AASHTO guidelines call for minimum 2,000-foot spacing for ramps between system interchanges and service interchanges, and 1,600-foot spacing between service interchange ramps to provide adequate weaving distance and space for signing. I-94 was constructed prior to the development of the current design standards, thus the ramp spacing does not meet existing standards in all locations. Accordingly, WisDOT is analyzing many options regarding access.

Access to Mitchell Boulevard from I-94 will be determined by the alternative selected for the Cemetery and Stadium Interchange segments of the project. However, it is unlikely that the Mitchell Boulevard interchange would remain in its current location under most of the alternatives. A "replacement" interchange providing access to and from Miller Park, Story Hill Neighborhood, Wood National Cemetery, and the VA Medical Center is featured as part of several Stadium Interchange alternatives, shifting the current Mitchell Boulevard access point further to the east. Under any alternative, Mitchell Boulevard would still cross under or over I-94, and connect Bluemound Road with the VA and potentially the Miller Park lots.

As a participant in the technical advisory committee, community advisory committee, public information meetings, and stakeholder coordination activities, the City has experienced firsthand the challenges of maintaining access while also minimizing impacts and improving traffic operations and user safety. The conflicting desires and opinions are many. Notwithstanding the challenge of balancing all of these divergent inputs, WisDOT is committed to continuing to work with every constituent, including the City, on developing reasonable, acceptable solutions for this project.

Conclusion

Thank you for documenting the City of Milwaukee's concerns related to the I-94 East-West Corridor Study. WisDOT truly appreciates your comments and insights. Further study of various project elements and further coordination with the City of Milwaukee and other project stakeholders will aid in the selection of alternatives moving forward.

If you would like to meet with WisDOT to further discuss your letter and WisDOT's response, please let me know at your convenience. If you have any questions or comments, please do not hesitate to contact me.

¹ AASHTO 2011, *A Policy on Geometric Design of Highways and Streets*, 6th Edition



Division of Transportation
System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662
E-Mail: waukesha.dtd@dot.state.wi.us

Sincerely,

A handwritten signature in cursive script, appearing to read "Jason Lynch".

Jason Lynch, P.E.

cc:

Dewayne Johnson/WisDOT SE Region Director
Tracey Blankenship/Federal Highway Administration, Wisconsin Division

From: Hatala, Carlen [<mailto:chatal@milwaukee.gov>]
Sent: Wednesday, April 10, 2013 12:09 PM
To: Bacher-Gresock, Bethaney (FHWA)
Cc: Genell Scheurell; mjarosz@uwm.edu; Draeger, Jim R - WHS
Subject: I-94 Expansion (70th Street to 25th Street) Milwaukee County, WI

Dear Ms. Bacher-Gresock:

The City of Milwaukee Historic Preservation Commission understands that the Federal Highway Administration (FHWA) is preparing to initiate consultation under Section 106 of the National Historic Preservation Act regarding the proposed expansion of the I-94 freeway near the VA Medical Center Grounds and Calvary Cemetery. The Historic Preservation Commission and commission staff is concerned that the proposed expansion of the freeway could potentially impact the National Soldiers Home National Historic Landmark District and the locally designated Calvary Cemetery Historic District as well as the Story Hill neighborhood, a portion of which has been found to be National Register eligible.

Please include Carlen Hatala, staff, and Matt Jarosz, chair, of the Milwaukee Historic Preservation Commission in your distribution list for public notices of any meetings, and for the circulation of any documents for comment. All correspondence should be sent to:

Carlen Hatala
Senior Planner
Preservation Commission
City of Milwaukee
Historic Preservation
200 East Wells Street Room B-4
Milwaukee, WI 53202
Carlen.hatala@milwaukee.gov
(414) 286-5722

Matt Jarosz
Chair, Milwaukee Historic

2850 North Shepard Avenue
Milwaukee, WI 53211-3433
mjarosz@uwm.edu
(414) 736-1615

We look forward to participating as the review and consultation process moves ahead on this project.

Sincerely,

Carlen Hatala

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Department of Public Works
Infrastructure Services Division

Ghassan Korban
Commissioner of Public Works

Preston Cole
Director of Operations

Jeffrey S. Polenske
City Engineer

May 21, 2013

Mr. Dewayne Johnson, Director
Southeast Region
Wisconsin Department of Transportation
P.O. Box 798
Waukesha, WI 53187-0798

Subject: I-94 East-West Freeway Corridor Study Suspension

Dear Mr. Johnson:

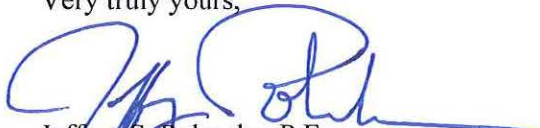
WISDOT SE REGION		<input type="checkbox"/> PDS NORTH
		<input type="checkbox"/> PDS SOUTH
		<input type="checkbox"/> PDS SE FWY
		<input type="checkbox"/> PDS MAINT
		<input type="checkbox"/> SYS OPS
		<input type="checkbox"/> SYS PLAN
		<input type="checkbox"/> TECH SVS
RECEIVED 5/28/2013		
<input type="checkbox"/> DIR		<input type="checkbox"/> FILE
<input type="checkbox"/> OPS MGR		<input type="checkbox"/> LIBRARY
<input type="checkbox"/> DCM		<input type="checkbox"/> OTHER


In light of Judge Lynn Adelman's (Western District of Wisconsin, United States District Court) ruling that the Environmental Impact Statement (EIS) for the reconstruction and expansion of the Zoo Interchange appears to be deficient, we believe that the WisDOT should take the time to fully assess any EIS deficiencies within the Zoo Interchange project before further proceeding with the development of the EIS in the I-94 East-West Freeway Corridor.

Judge Adelman has indicated that the two plaintiffs, which contend that the Federal Highway Administration (FHWA) and the WisDOT failed to prepare an adequate EIS before proceeding with the Zoo Interchange project, are likely to succeed on the merits of their claims and that they are likely to suffer irreparable harm if a preliminary injunction is not issued. A hearing will be scheduled before Judge Adelman determines whether such an injunction is granted.

This determination should be cause for great concern and one that the WisDOT should not take lightly at a time when the I-94 East-West Freeway Corridor Study is proceeding. It is in the best interest of the State, the community stakeholders, and the public at large that WisDOT not expend additional tax dollars on the I-94 East-West Freeway alternative and environmental document until such time that the issues identified by Judge Adelman are thoroughly vetted and, if necessary, corrected. The Zoo Interchange and the I-94 East West Corridor project are closely linked and the deficiencies and potentially costly remedies should not carry over from one project to the next.

Very truly yours,


Jeffrey S. Polenske, P.E.
City Engineer


Ghassan Korban
Commissioner of Public Works

JSP: ns

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Division of Transportation System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-Mail: waukesha.dtd@dot.wi.gov

June 11, 2013

Jeffrey S. Polenske, P.E.
City Engineer
City of Milwaukee Department of Public Works
841 North Broadway, Room 701
Milwaukee, WI 53202

Ghassan Korban
Commissioner of Public Works
City of Milwaukee Department of Public Works
841 North Broadway, Room 701
Milwaukee, WI 53202

Dear Mr. Polenske and Mr. Korban:

Thank you for your recent letter identifying your concerns on proceeding with the I-94 East-West Freeway Environmental Impact Statement (I-94 E-W EIS) in light of the pending lawsuit against the Zoo Interchange EIS. The Department welcomes and respects the feedback from the city of Milwaukee and values our partnership.

The Department conforms to the requirements set forth by the National Environmental Policy Act (NEPA) of 1969 by studying a range of alternatives considering many different factors including: ability to meet the project's purpose and need, public feedback, sound engineering practices, cost, and striving toward a preferred alternative that minimizes impacts to the surrounding natural and built environment. This includes the local street network in the municipalities near the study corridor and the effects on stakeholders that live near and use the freeway.

The I-94 E-W EIS remains a work in progress. In the event there is a development in the Zoo Interchange case, which requires altering or changing the timing of the I-94 E-W EIS, the Department will address it at that time.

Your continued participation in the I-94 EW project will help guide the project team as they work toward a preferred alternative. If you have questions or want to schedule a meeting, kindly contact me at 262-548-5682 or Dewayne.Johnson@dot.wi.gov.

Sincerely,

A handwritten signature in black ink, appearing to read "D. Johnson", written over a horizontal line.

Dewayne J. Johnson, P.E.
SE Region Director

cc: Jason Lynch, WisDOT Project Manager



Department of Public Works
Infrastructure Services Division

Ghassan Korban
Commissioner of Public Works

Preston Cole
Director of Operations

Jeffrey S. Polenske
City Engineer

July 15, 2013

Mr. Jason Lynch, P.E.
Southeast Region
Wisconsin Department of Transportation
141 N.W. Barstow Street
Waukesha, WI 53187-0798

Subject: I-94 East West Freeway Corridor Study
Project I.D. 1060-27-00

Dear Mr. Lynch:

Thank you for your May 13, 2013 response to our letter of March 1, 2013 regarding City concerns on the ongoing I-94 East-West Corridor Study. As mentioned in your letter, we would certainly encourage consideration of a mass transit traffic mitigation option, similar but not limited to the AMTRAK Hiawatha extension to Watertown that was used in 1997-1998. As we've stated previously, we believe that there is tremendous opportunity to develop a mass transit improvement that could help relieve traffic congestion that will result from the decade long freeway reconstruction anticipated between the Zoo Interchange and the I-94 East-West Corridor. Although you indicate that the 1997-1998 Hiawatha expansion was determined by WisDOT to be underutilized, we believe that a more robust and user accommodating transit improvement combined with higher fuel cost, greater levels of traffic congestion, and significantly longer periods of construction would make a mass transit / rail transit mitigation alternative more attractive and better utilized. If done right, such a mass transit improvement could serve as a traffic mitigation measure, as well as, compliment long term freeway operations by providing improved East-West corridor travel options. In the EIS draft Section 2, Alternatives Considered, it is stated that WisDOT's role in transit is defined by state statute to fund transit operating cost at the level designated by the state budget and not to implement the regional transit strategy, however, it is also important that appropriate traffic mitigation strategies be established with multi travel options including mass transit so that impacts from freeway mega projects are minimized for all citizens affected. It also makes cost effective sense to establish such mass transit traffic mitigation strategies with a long term vision rather than just a benefit during the construction time period.

City of Milwaukee Department of Public Works (DPW) staff has further reviewed the draft Section 2, Alternatives Considered, of the East-West I-94 Corridor Study and attended the Public Information Meeting (PIM) #3. We have the following comments regarding the project alternatives being recommended for further study. DPW supports the WisDOT recommendation that the 35th Street interchange be retained in all alternatives moving forward. DPW also supports

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having West St. Paul Avenue be continuous east of 27th Street in all alternatives carried forward. DPW supports the concept of at least some of the freeway on and off ramps having direct access to and from 27th Street and strongly recommends that any East section alternatives minimize the takings of existing businesses. We do have concerns that all East section alternatives being considered have circuitous traffic routing from eastbound I-94 to Menomonee Valley destinations. DPW supports the concept of minimizing the footprint of the stadium interchange and keeping the interchange as far as possible from the Story Hill neighborhood area. The two alternatives for the Stadium Interchange recommended to be carried forward in draft Section 2 appear to meet those objectives. DPW also supports having freeway access at Hawley Road and 68th/70th (split diamond) in all alternatives as well as allowing the Hunger Task Force facility to remain in its current location. DPW is very concerned that both modernization alternatives W1 (braided ramps) and W2 (CD roads) recommended for further study in draft Section 2 would require the displacement of some residences on the south side of I-94, although the impacts are much greater with alternative W1. DPW adamantly opposes the loss of viable neighborhood residences and businesses for the purpose of freeway expansion. DPW also has some concerns that alternative W1 (braided ramps) would not allow eastbound traffic entering the freeway at 68th Street to exit at Hawley Road and vice versa as the current freeway design allows.

As mentioned in Sections 2.3.5.3 and 2.4.3.3, DPW agrees with the FHWA and WisDOT that disturbing graves in the Cemetery area is unacceptable and to make it a priority to avoid any impacts to graves. However, the City is very concerned that draft Section 2 is only recommending that 8 lane (capacity expansion) alternatives be carried forward in the study process. DPW is also very concerned that at PIM #3, the WisDOT is only recommending that double deck designs with all up configuration at the west end of the cemetery area are being carried forward. The Milwaukee Common Council is on record as opposing capacity expansion by the construction of additional through lanes in this corridor or double decking the freeway in the cemetery area for the purpose of meeting modern freeway shoulder standards. DPW believes that for a fair evaluation of the performance and cost of alternatives, there should at least be one alternative carried forward that does not contain capacity expansion or double decking in the cemetery area. DPW would ask that such an alternative contain modern safety features that address the current safety problems with the current freeway design and have minimal or no private or commercial property takings. This request comes out of the fact that there are large cost differences (upwards of \$160 million) between the alternatives that were presented at the PIM #3. Doing a more complete analysis of a lower cost alternative that does not involve capacity expansion and double decking would allow a more fair analysis of the added costs versus the freeway traffic performance between all the alternatives carried forward.

As we have noted previously, while the project team is attempting to develop an alternative that achieves a Level of Service D for the performance of the freeway facility in the design year we are concerned with the potential adverse impacts to City surface streets within the entire travel corridor. The freeway facility currently experiences congested operation for a period beyond a single peak hour, which points to the need for a multi-time period analysis to fully quantify and assess the effects of the freeway improvement alternatives being considered. Further, if freeway

Mr. Jason Lynch, WisDOT
July 15, 2013
Page 3

capacity is expanded, a shift in demand will likely occur between all facilities serving the entire travel corridor until some point of equilibrium in travel times and levels of congestion is achieved on a corridor-wide basis. As demand increases through the design year, and demand shifts due to changes in freeway capacity within the corridor, we are concerned that actual unconstrained demand will reach levels beyond what is being projected. As such, the level of service achievable will be affected by the shift in demand, and the targeted service measure is unlikely to be attained without physical control of freeway demand. This in turn will affect the performance of other facilities within this corridor, including areas supporting freeway access. As stated in the past, to fully evaluate the alternatives proposed, all impacts must be defined for the operational and other impacts on the entire travel corridor as a whole.

With the conditions noted above, as well as the characteristics of both existing and design year transportation system demand, we do not feel it appropriate to limit the assessment of performance to the single service measure for the freeway system alone as identified in the Purpose and Needs Statement to fully assess and compare the alternatives being analyzed. Of greater concern, utilizing Level of Service D as the single metric for evaluating freeway facility performance does result in a predisposition of the findings of this study toward significant capacity expansion on the freeway.

In addition to the analysis of Level of Service as a metric to quantify system operating characteristics, we believe it is imperative that a multi-time period analysis be performed to fully quantify the extent and duration of time to which oversaturated conditions and congested operation will occur, both under existing conditions and under the full range of alternatives being considered. Additionally, the analytical tools used for projections of traffic demand and their assignment to the roadway system must be fully capable of accounting for the shift in demand between the full range of systems for all travel modes due to any changes in freeway system capacity, as well as any shifts in travel demand over different time periods resulting from improvements proposed under all alternatives evaluated.

For purposes of clarification, please advise us if the trip generation, assignment and other simulation models proposed for use in this analysis can explicitly evaluate traffic conditions on a peak hour basis only or will consider the full duration of congested conditions through the design year to ensure that an acceptable level of analysis can be achieved.

While the elements of the assessment of system performance are necessary to fully address operating characteristics under design conditions, what is critical to the comparison of alternatives being evaluated to fully quantify the impacts of the various alternatives is an assessment of travel time reliability, both for the freeway system being analyzed as well as the travel corridor as a whole. An assessment of travel time reliability will provide an indicator of how each of the alternatives evaluated will provide a consistency or dependability in travel times for travelers, as measured from day to day or across different times of the day.

Mr. Jason Lynch, WisDOT
July 15, 2013
Page 4

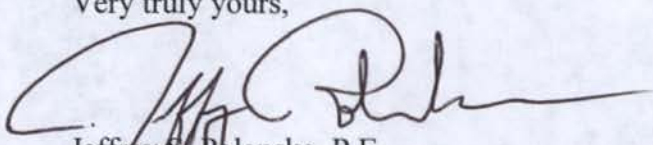
The reliability analysis will also provide an assessment of the impacts of the critical factors affecting travel within the system, including the impacts of variation in travel demand, the impact of safety improvements to reduce incidents, and other impacts of both recurring and non-recurring conditions affecting driver expectations within the corridor. As a minimum, we request that the planning time index be provided for each alternative considered, and other reliability metrics can also be provided to present a more complete description of system performance under each scenario considered. The use of reliability in evaluating the performance of each alternative can also be expected to minimize some of the bias built into the evaluation based solely on an arbitrary and potentially unachievable Level of Service target.

In summary, we request that the alternatives currently being evaluated by Level of Service also be analyzed by the extent and duration of congested traffic operation and by travel time reliability for both the freeway system and other transportation facilities within the entire travel corridor. The analysis of travel time reliability should allow comparison of alternatives with less bias toward significant capacity expansion.

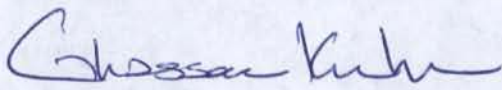
Additionally, it will allow a reasonable comparison of the performance of each alternative with the No Build alternative, and an alternative which includes only multi-modal and safety improvements and other transportation demand and system management alternatives which can be expected to improve travel time reliability in and of themselves. We therefore reiterate our request to fully evaluate a lower cost alternative or alternatives.

We again thank you for the opportunity to provide input to you in the evaluation of alternatives for the improvement of travel within this corridor, and look forward to our continued partnership in ensuring the development of appropriate transportation system improvements that meet the needs of all stakeholders in this corridor. If you should have any questions concerning this matter, please do not hesitate to contact us.

Very truly yours,



Jeffrey S. Polenske, P.E.
City Engineer



Ghassan Korban
Commissioner of Public Works

RWB: ns

From: Polenske, Jeffrey S. [<mailto:jpolen@milwaukee.gov>]
Sent: Thursday, August 29, 2013 4:32 PM
To: Johnson, Dewayne - DOT
Cc: Wallace, Brett - DOT; Smith, Nichole; Blankenship, Tracey; Kirk.Fredrichs@dot.gov; Korban, Ghassan
Subject: RE: New date....RE: I-94 E/W Corridor Follow-up Mtg. w/ Jeff Polenske

Dewayne,

Just wanted to make sure you saw my response to your Aug. 20th e-mail (below). We have held the two meetings that I referred to below and are working towards a clearer written explanation of our original request dated July 15, 2013. I am providing some of that with this e-mail but we will need a little more time to formulate the written explanation or our request on the traffic analysis side.

On the transit side of things, we would like WisDOT to guide the development of a mass transit improvement that would be implemented as a transportation mitigation measure during the combined construction period of the Zoo Interchange & the I94 East West Freeway work and serve as a long term transportation improvement that would complement the future freeway improvements within the east west corridor. A good starting point would be to consider implementing the Bus Rapid Transit component of the Regional Transportation Plan between Waukesha and Downtown Milwaukee and between Menomonee Falls / Milwaukee's Northwest Side and Downtown Milwaukee. I have met with both Ken Yunker from SEWRPC and Brian Dranzik from Milwaukee County and we feel that it would be helpful for WisDOT to set up a sub project group that would include the City, County, SEWRPC, & WisDOT and could focus on the details of this request and how to best proceed.

As discussed in the past, we would also like WisDOT to continue to further develop an alternative that does not include capacity expansion so that a clear comparison of costs, impacts and benefits can be considered with the latest alternative that has the added lane of traffic in each direction. Finally, as a part of the at grade/with capacity expansion alternative within the Cemetery area we would like WisDOT to further consider options to maintain access at Hawley Rd.

If you have any questions or concerns please let me know. We will do our best to get the remainder of our request to you by the end of next week.

Thanks,
Jeffrey S. Polenske
City Engineer
City of Milwaukee



Department of Public Works
Infrastructure Services Division

Ghassan Korban
Commissioner of Public Works

Preston Cole
Director of Operations

Jeffrey S. Polenske
City Engineer

September 25, 2013

Mr. Dewayne Johnson, Director
Wisconsin Department of Transportation
Southeastern Wisconsin District
P.O. Box 798
Waukesha, WI 53187-0798

Subject: Project I.D. 2060-27-00
I-94 East-West Freeway Corridor Study

Dear Mr. Johnson:

Per your request at our August 9, 2013 meeting concerning the development and evaluation of alternatives for the IH-94 East-West Freeway Corridor, we are providing this supplemental information to you relative to our concerns regarding the development and evaluation of various alternatives for future improvements in this freeway corridor.

Two alternatives currently are being advanced by the Wisconsin Department of Transportation (WISDOT) in this stage of the freeway alternatives analyses, both of which include the widening of the freeway to four continuous through travel lanes within the study area. During our prior discussion, it was also indicated that intermediate options not involving Freeway widening were analyzed and dismissed from further consideration, based primarily on Level of Service (LOS) criteria chosen by WISDOT and included in the Study Purpose and Needs statement. These intermediate recommendations lead us to question the applicability, as well as the effectiveness, of the analytical procedures used to determine the recommended alternatives, and particularly the factors used in evaluating system performance during the conduct of this analysis.

As noted in our July 15, 2013 letter to Mr. Jason Lynch of your staff, one of our primary concerns is that the use of LOS, and particularly the use of LOS D as identified by WISDOT in the Purpose and Needs Statement, would bias the study toward freeway widening in and of itself. By its definition, this would also dismiss any other options for other less obtrusive freeway system improvements that could also result in significant corridor travel time and operational improvements.

Because of current operating conditions on the freeway and the east-west travel corridor as a whole, a series of general concerns about study travel demand projections and the use of LOS as a primary metric for evaluation of system performance and operation were noted in our July 15th letter.



To further clarify previous remarks relative to travel demand projections, while a growth factor was applied as an estimator of increasing demand to determine design hourly volume, this value will produce projected conditions for one single fixed point in time. However, since the freeway currently experiences congested condition for an extended peak period, traffic entering the subject freeway segment and the potential for growth may be constrained by conditions both entering and exiting the freeway segment under various analysis scenarios. Also, since congested conditions exist on surface street facilities which parallel the freeway corridor, not only is it highly likely that a demand shift can be expected to occur from what currently is an extended peak period of operation, demand is likely to shift to the freeway from parallel facilities as a result of freeway expansion. In this event, traffic demand may exceed the projected design hourly volume used for the purpose of freeway corridor design as a result of this shift in demand, leaving the design LOS either unachievable or unsustainable. Additionally, the accuracy of these projections will affect the design of other parallel surface facilities which will be used to support freeway access. We therefore request a detailed analysis accounting for these factors be provided to fully support the development and evaluation of any freeway improvement alternatives, and to ensure that projected demand and operating conditions are adequately addressed in study documents.

As noted above, the use of LOS D as the principle metric used to define acceptability of an alternative will likely limit the alternatives being advanced to those which include freeway widening, as necessary to satisfy the LOS criteria being established for this project. However, Level of Service Analysis alone does not lend itself to the assessment of improvements which may dramatically improve system performance when projected conditions may exceed LOS E. As a result, system wide improvements in operation and travel time which can be achieved through active transportation and demand management strategies, as well as options which address non-recurring congestion (i.e. seasonal changes in demand, maintenance activity, crashes, vehicle breakdowns and other incidents) cannot be effectively assessed and compared to illustrate relative potential benefit of these less intrusive options, and need to be analyzed using different performance metrics. To adequately address these factors, we recommended the analysis of freeway system performance through reliability analysis in our July 15th letter.

While the fully developed freeway option including freeway widening may produce the greatest improvement in system reliability, we believe it is important for the integrity of the study to provide a comparison of the various intermediate options to freeway widening. While we do not suggest the development of further freeway options, we do ask that an assessment of freeway reliability for the various intermediate system improvement scenarios without freeway widening be provided. As a minimum, this should include an assessment of changes in system reliability anticipated due to implementation of Active Transportation and Demand Management Strategies, Freeway Modernization Options, Traffic Safety Improvements, and combinations of each of these elements. These freeway corridor treatments should each provide significant performance improvements in terms of reducing non-recurrent congestion and improving overall freeway system reliability. From this analysis, the relative improvements in system performance

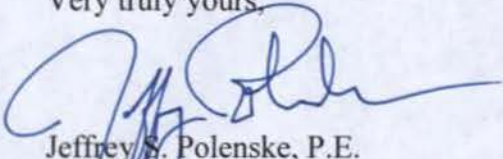
Mr. Dewayne Johnson
September 25, 2013
Page 3

and their associated costs can be established and from this data the most effective option in terms of system performance, cost and community impact can be identified. We would hope that the most effective improvement option without freeway widening can be carried forward into further stages of this study.

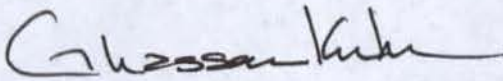
Finally and as we have communicated in previous correspondences, we would like WISDOT to guide the development and implementation of a mass transit improvement that would provide a legitimate transportation choice during the combined construction period of the Zoo Interchange & the I94 East West Freeway projects. With approximately a decade or more of highway construction expected within the I94 East West corridor, an express or rapid transit improvement will be critical to accommodate the travel needs and employment access within and through this corridor. Adjacent local streets are already being improved to help mitigate impacts from traffic diversion during the Zoo interchange. While these improvements will provide some benefit during construction, the local street system does have its limitations and cannot be expected to accommodate the current auto-centric travel patterns within the subject corridor without having great impact to adjacent neighborhoods. There needs to be a significant effort to shift a greater proportion of the traveling public to mass transit options thus maximizing the local street's capacity to move people and not just cars. A good starting point would be to consider implementing the Bus Rapid Transit / Express Transit component of the Regional Transportation Plan between Waukesha and Downtown Milwaukee and between Menomonee Falls / Milwaukee's Northwest Side and Downtown Milwaukee. As a part of this transit development effort we believe WISDOT should establish an advisory group that would in part include representation from the City, County, SEWRPC, & WISDOT.

We hope this information will help to clarify the comments concerning the East West Freeway Corridor Study transmitted to you in our letter of July 15, 2013. If you need any further information or would like to discuss this further, please do not hesitate to contact us.

Very truly yours,



Jeffrey S. Polenske, P.E.
City Engineer



Ghassan Korban
Commissioner of Public Works

RWB: ns



Division of Transportation System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-Mail: waukesha.dtd@dot.wi.gov

October 24, 2013

Jeffrey Polenske
City Engineer
City of Milwaukee
Department of Public Works
841 North Broadway, Room 701
Milwaukee, WI 53202-3667

Ghassan Korban
Commissioner of Public Works
City of Milwaukee
Municipal Building, Room 501
841 North Broadway
Milwaukee, WI 53202

Dear Mssrs. *Jeff* Polenske and *Ghassan* Korban:

Thank you for your September 25, 2013 e-mail draft letter and the letter received September 30, 2013 concerning the I-94 Study. This is all in addition to a July 15, 2013 letter from you to our Project Manager Jason Lynch, and subsequent e-mails with me, Jason Lynch, and others. We are treating your September 25, 2013 letter as superseding the July 15 letter and other communications.

We look forward to following up on our discussion with Federal Highways Administration (FHWA) of August 9, 2013. In developing this response we did confer with FHWA on drafts to get their counsel / input on the study approach and those requests and concerns shared in your letter.

The process utilized for the study has and continues to follow the requirements of National Environmental Policy Act (NEPA). Public involvement is a critical component of the NEPA project development process, and as part of this process, we will continue to involve Milwaukee, other governing bodies, and all stakeholders and seek their input into the process and steps of the study. Key components of this process has been forming a Technical Advisory Group, a Community Advisory Group, a Elected Officials Advisory group, and many individual, business, agency, and public information meetings. Milwaukee has been invited, and has attended these forums.

The Department remains committed to the principles and requirements of the NEPA process to ensure that a reasonably full-range of viable corridor improvement alternatives are under consideration at the appropriate stages of the study.

A primary requirement of the study is to follow the process and not conduct the study with pre-determined outcome. As part of the process, we have made substantial adjustments to required Interstate standards that address future traffic. These adjustments were made in consultation with FHWA and local communities reflecting the desire that freeway design and operation may allow a more congested condition (LOS D vs. C; 200th highest design hour vs. 30th highest design hour) during the design life of the project. These adjustments also assist in the efforts to address environmentally sensitive and geometrically constrained areas along the corridor.

Traffic volume projections have been developed in consultation with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and the SEWRPC Regional Transportation Plan. The city of Milwaukee is a member of SEWRPC Advisory Committees on Regional Land Use and Transportation planning and has significant active involvement and representation in Commission work and recommendations. The studies Purpose and Need, and Alternative identification is consistent with the SEWRPC planning work completed.

While the design year is 20 years beyond a potential construction date, this project and other freeway projects involve significant investment by the taxpayers. As such, it is important we consider the needs in

the 20 year time period, however; also give consideration to having the system in-place for many decades beyond.

As we have discussed previously, we are not opposed to exploring all reasonable and appropriate analytics and will continue to do so.

Regarding your request for a study of the freeway and parallel routes, looking at route shift, and reliability analysis: this request is well beyond the scope of study we have already agreed to and that required by NEPA. The work done to date, we trust, provides you with all necessary information regarding the study alternatives analysis and selection / de-selection. That said, we are happy to continue to open our files to share work done on the project.

When we discussed a reliability analysis at our last meeting, FHWA indicated that the use of travel time reliability measures have been used more for planning and data reporting purposes. The FHWA Wisconsin Division is not aware of any final determinations on how travel time reliability can be used to define level of service and provide an alternate means for addressing future traffic on specific projects.

The Department is also welcoming of the City's renewed interest in Active Traffic and Demand Management Strategies (ATDM) within the extended East-West Corridor. Over the past two decades, the Department and the City have collaboratively led regional conceptual development and planning for operationally integrated corridors. We have consistently included traffic management and communications technologies and infrastructure in our freeway system rehabilitation and reconstruction projects. In fact, the Zoo Interchange's Integrated Corridor Management System incorporates modernized traffic responsive and adaptive traffic signal systems as a central traffic management capability.

We are pleased to hear that Milwaukee is ready to evolve efforts in ATDM as major parallel street routes follow the State Highway System, but are owned, operated, and maintained by Milwaukee as Connecting Highways. All ADTM strategies require the openness and support for consideration by Milwaukee, as well as, some other local communities. We see a need along this corridor and elsewhere in regionally modeling inter-jurisdictional traffic operations ensuring optimal corridor performance along state route connecting highway segments for all modes of transportation, including transit. The city of Milwaukee's leadership on ATDM can help advance this cause.

As discussed on our August 9, 2013 meeting, while certain activity occurs at the Department, ongoing planning and operation of transit is a local responsibility. More specifically, while the State Transportation budget does afford funding for transit, the Milwaukee urbanized area receives its transit funding directly from the federal government. The Department is not involved in this process and does not determine what dollars go to the Milwaukee area from Federal Transit Authority (FTA) for transit. The transit system in Milwaukee is developed, managed, and operated by Milwaukee County.

Note that the current SEWRPC plan clearly identifies bus rapid transit over the freeway as a primary component of the necessary transit services required in this area. While the Department itself cannot plan, establish, operate or fund such a service, it can ensure, via its responsibilities under the highway portion of the transportation plan, sufficient capacity on its highways to make such a service viable. The Department encourages those responsible for this component of the transportation plan to move forward on implementing the same.

One component of major construction projects is the identification and, funding of some traffic congestion mitigation efforts. For freeway work this has historically included some provision for expanded transit service. Actual commitments for this point are delineated during the final design segment of a project. The timing of this activity is directly related to identification of specific circumstances requiring such

Mssrs. Polenske and Korban

Page 3

October 24, 2013

mitigation. We are currently in the determination phase of the project so decisions on specific transit mitigation efforts are not appropriate at this time and would be identified and finalized at a later point in the project. As in the past, this type of provision will be discussed in the Environmental Impact Study (EIS).

In addition, we and FHWA have stated that it is inconsistent with the NEPA process to make traffic mitigation commitments for potential future projects. Aside from preliminary identification of potential traffic impacts and limited potential responses to the same as part of the environmental process, currently we are only able to provide specific mitigation for the Zoo Interchange project.

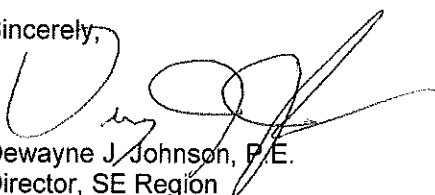
We do think a Transit Advisory group as you mention would be a good idea. We would be happy to participate in such a group, but see the responsibility for leading such an effort as within the purview of Milwaukee, Milwaukee County, and possibly Waukesha County, Waukesha, and Menomonee Falls. I suggest one of several of these groups as they coincide with the routes you have identified in your letter and our discussions.

Let me re-state that we continue to evaluate alternatives for the I-94 project and have not made a decision regarding a preferred or recommended alternative for the study. We can tell you that consistent with the NEPA process, the outcome will be consistent with the project Purpose and Need. You have been part of and will continue to be part of this process. As appropriate during the NEPA process and specifically to the alternatives analysis for this project we have determined that the No Build alternative does not address Purpose and Need and accordingly have eliminated it from consideration.

The identification of a recommended or preferred alternative will continue to involve Milwaukee and all of the other stakeholders and participants.

We look forward to further discussion face-to-face on Monday, October 28, 2013 and throughout the remainder of the study.

Sincerely,



Dewayne J. Johnson, P.E.
Director, SE Region

cc: George Poirier, FHWA



Office of the City Clerk

Jim Owczarski
City Clerk

Rebecca N. Grill
Deputy City Clerk

May 22, 2014

Bethany Bacher-Gresock
FHWA, 525 Junction Road, Suite 8000
Madison, WI 53717

Dear Ms. Bacher-Gresock:

The Milwaukee Historic Preservation Commission has long been aware of the importance of the historic buildings at the Milwaukee Soldiers Home, part of the Clement J. Zablocki VA Medical Campus. They have been one of Milwaukee's "best kept secrets." The cemetery and grounds are a vital part of this complex and important for the restorative care of veterans. The Historic Preservation Commission and the Milwaukee community are proud that the campus has been listed as a National Historic Landmark.

The Milwaukee Historic Preservation Commission also is proud that the Story Hill Neighborhood has been found to be eligible for National Register status. This collection of fine homes, built in the early 20th century, exhibits outstanding examples of the Arts and Crafts, Tudor, Colonial Revival and Story Book styles. The winding streets and careful placement of houses had led to a neighborhood that has retained its value and character over the decades.

Calvary cemetery is likewise found to be National Register eligible. In addition, Calvary is a locally designated historic district, achieving this status in 1987. The Historic Preservation Commission has overseen the steady restoration of the prominent chapel on the grounds and has taken seriously its charge to protect the qualities that have made Calvary so significant.

The Milwaukee Historic Preservation Commission is in disagreement with your findings of "No Adverse Effects" for Calvary Cemetery and Story Hill #2 and #3 as shown in *the FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th Street to 70th Street, Milwaukee, Wisconsin (Project ID 1060-27-00)*. Both visual impacts as well as noise impacts will have an adverse effect for both Story Hill and Calvary Cemetery.

The All-Up option as well as the Partially-Down option will create a visual barrier that no amount of ornamentation, art or greenery can disguise or mitigate. Residents in Story Hill will be confronted with a large concrete wall atop which will be cars and trucks. The views to Veterans Cemetery and views to the east will be forever lost. Likewise, there is currently a visual and historic connection between Calvary Cemetery and the Veterans Cemetery. That is significant due to the substantial plot in Calvary for the burial of Catholic veterans. This area was deeded to the VA in the 1870s and has gravestones that match those of the VA. When standing in Calvary one can see clearly across the freeway, which is at a lower elevation here, and there is a unity and continuity in the viewshed. Due to Calvary's topography this continuity is more apparent, not less, the further north you go in the cemetery. A large concrete freeway will block those views and connectivity.

There has already been a finding that the noise from the elevated freeway would increase both for Story Hill and for Calvary. The Historic Preservation Commission disagrees with the conclusion that the increase will

D-66



be negligible. Residents in Story Hill, including those near Wisconsin Avenue, can hear the cars and especially trucks all day long and any increase in noise will be perceptible and make the neighborhood a less desirable place to live. There is already concern among residents about the long term viability of home ownership in the neighborhood due to the proposed expansion of the freeway and property assessments are showing a decline not matched in other adjacent neighborhoods with similar housing. Both Calvary Cemetery and the Veterans cemetery are places of contemplation and reflection. Individuals can talk to one another at gravesites and not be drowned out by the constant noise of the freeway. Any increase in the noise levels will be perceptible and take away the special character of the grounds.

The Milwaukee Historic Preservation Commission understands the needs to improve the drivability and safety of I-94 in this portion of the city. But the improvements can be done more cost effectively and without the adverse effect to the adjacent historic properties that would result from the All-Up or the Partially-Up options.

Sincerely,



Ann Pieper Eisenbrown
Chair, Milwaukee Historic Preservation Commission

CC: Dobrogniewa (Dobra) S. Payant P. E.

From: Peter Daniels [<mailto:pdaniels@westalliswi.gov>]
Sent: Monday, July 02, 2012 4:05 PM
To: Lynch, Jason - DOT
Subject: I-94 East-West Corridor Study

The City of West Allis would like to accept the invitation to become a participating agency in the environmental aspects of the I-94 East-West Corridor Study. We will have someone in attendance at the July 17 meeting. Thanks.

Peter C. Daniels, P.E.
Principal Engineer
City of West Allis Engineering Department
7525 W. Greenfield Avenue
West Allis, WI 53214
Phone: (414) 302-8374
Fax: (414) 302-8366
email: pdaniels@westalliswi.gov



Wisconsin Department of Transportation
I-94 East-West Freeway Corridor Study
Milwaukee County
August 21, 2012

Name Mayor Dan Devine

Address 7525 W Greenfield Ave

West Allis, WI 53214

Email ddevine@westalliswi.gov

Comment:

As Mayor of the City of West Allis, I
am concerned with the potential closure
of Freeway ramps that impact access to
our employment corridors. We have thousands
of jobs and businesses that need that access
Closure may also inhibit our ability to
further redevelop these corridors

Thank You.

Please leave your comments here tonight or mail them to Jason Lynch, WisDOT, SE Transportation Region, PO Box 798, Waukesha, WI 53187-0798



MAYOR'S OFFICE

Dan Devine
Mayor

414/302-8290
414/302-8207 (Fax)

City Hall
7525 West Greenfield Avenue
West Allis, Wisconsin 53214

ddevine@westalliswi.gov
www.westalliswi.gov

January 14, 2013

Mr. Jason Lynch, P.E.
WisDOT, SE Transportation Region
P.O. Box 798
Waukesha, WI 53187-0798

Re: Comments on the alternatives presented for the I-94 East-West Freeway Corridor Study on
December 5 and 6, 2012

Dear Mr. Lynch:

The City of West Allis would like to offer the following comments on the alternatives presented for the I-94 East-West Freeway Corridor Study. The City is concerned about the loss of capacity with the closure of four existing freeway ramps and the implications this action will have on environmental justice for our residents and businesses. And while the Braided Ramps Alternative comes the closest to restoring the capacity currently available for motorists accessing locations in the City of West Allis (since it provides direct access to the Eastbound and Westbound mainline freeway at both 68th Street/70th Street and Hawley Road); the City is not in support of the double decker freeway configuration used in this alternative.

Closure of South 68th Street and Hawley Road Ramps

We realize that WisDOT prefers to use the word "consolidation" in regards to the potential closures of the:

- 1.) 68th Street Eastbound On Ramp (7,900 vehicles per day),
- 2.) 68th Street Westbound Off Ramp (6,800 vehicles per day),
- 3.) Hawley Road Westbound On Ramp (5,400 vehicles per day),
- 4.) Hawley Road Eastbound Off Ramp (4,100 vehicles per day),

And while access will still be provided to 70th Street, 68th Street and 60th Street through the use of frontage roads or collector/distributor roads, the existing capacity provided by the eight (8) existing on and off ramps will be cut in half under three of the proposed alternatives (excluding the Braided Ramps Alternative). Whereas there were formerly four on ramps Eastbound and Westbound between 70th Street and 60th Street providing a theoretical capacity of 6,400 vehicles per hour, there will only be two on ramps in the future providing a theoretical capacity of 3,200 vehicles per hour. Likewise where there were formerly four off ramps between 70th Street and 60th Street, there will only be two off ramps in the future.

According to traffic counts currently available on I-94, there is a substantial volume of vehicles that would be funneled onto the one remaining on-ramp in each direction and the one remaining off-ramp in each direction:

1. 70th Street Westbound On Ramp ($5,400 + 5,500 = 10,900$ vehicles per day)
2. 70th Street Eastbound Off Ramp ($5,100 + 4,100 = 9,200$ vehicles per day)
3. Hawley Road Eastbound On Ramp ($4,500 + 7,900 = 12,400$ vehicles per day)
4. Hawley Road Westbound Off Ramp ($6,800 + 3,100 = 9,900$ vehicles per day)

The volumes expected on the Hawley Road Eastbound On Ramp would be higher than almost anywhere else on I-94 with the exception of the congested on ramps at CTH F and Moorland Road (CTH O) in Waukesha County which currently carry 13,500 to 13,800 vehicles per day. So the City has valid concerns that the closure of these ramps will lead to significant delays for our residents and business owners on the remaining consolidated ramps.

In addition, it appears that under most alternatives being evaluated for the Stadium Interchange, motorists would need to exit the mainline freeway somewhere within the Stadium Interchange itself. In other words motorists trying to reach 70th Street from the east would need to make a decision to exit the mainline freeway up to 1.8 miles east of 70th Street in the vicinity of 41st Street. Likewise, motorists attempting to access the Eastbound freeway mainline would be routed through an underground tunnel for up to 1.8 miles before seeing daylight and merging onto the mainline freeway itself. This will be confusing for motorists who are not expecting such an early decision point. The City understands that there are multiple cemeteries constricting the freeway in this vicinity. But we would ask that consideration be given instead to relocating some of the graves with appropriate dignity, as was done to make way for the existing freeway in the 1960's. We would hope that a double decker freeway could be avoided if the graves were relocated.

Environmental Justice

These ramp closures and the continuation of ramp metering at the remaining ramps also needs to be addressed in light of the substantial number of low income neighborhoods and minority populations living in this area of West Allis. The east half of the City has a minority race population of 6,755 persons which represents 23% of the total population. In addition there are 4,976 households earning low to moderate income which represents 40% of the total households in this area. In fact the two census tracts closest to the I-94 ramps in question have a minority population of 43% with 20% of families living below poverty levels.

Of particular concern is the potential for a distribution of benefits to suburban groups at the expense of urban dwellers in West Allis. The closure of these four ramps and the ramp metering already instituted at the remaining ramps will be advantageous for longer trips on the freeway system (at the expense of the shorter trips). Residents in West Allis who live closer to Milwaukee will be subject to the delays from the ramp closures, signalized frontage roads and ramp metering, and will not receive immediate access to the freeway. While suburban commuters who live outside of the metered zone will receive all of the benefits without any of the ramp delays.

The City is requesting an analysis of how these proposed ramp closures will affect the City's minority and low income populations so as to avoid disproportionately high and adverse impacts to these groups. The City is also questioning whether the affected low income and minority populations were given a fair opportunity to provide input into the public process since many have complained to us that they were not notified. The public involvement activities may need to be adapted in our community to encourage more

local participation and increase attendance through hand delivered notices and a closer venue for the meeting.

Future Development and Job Creation

The City also still has plans for additional development at the former Allis Chalmers factory site (Summit Place Redevelopment) which has experienced a significant amount of new development already. The Traffic Impact Analysis recently prepared for this site expected an additional 2,825 employees and 185,000 square feet of new retail space in the next few years. This is expected to generate an additional 15,780 new daily trips to the site in coming years with 1,050 new vehicles arriving in the am peak hour and 1,200 new vehicles exiting in the pm peak hour. These 15,780 new trips on top of the projected congestion from 9,200 to 12,400 vehicles per day using each of the remaining consolidated ramps will certainly cause delays at these proposed ramps. The close proximity of freeway access is obviously one of the key selling points to prospective employers and the City appears in danger of losing this selling point.

The City can be expected to offer other comments and concerns as this project continues through design and construction. Thank you for your consideration of our comments and for taking the opportunity to discuss the I-94 East-West Freeway Corridor Study with us.

Sincerely,



Dan Devine,
Mayor



Division of Transportation System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-Mail: waukesha.dtd@dot.wi.gov

February 28, 2013

Mayor Dan Devine
City of West Allis
7525 Greenfield Avenue
West Allis, WI 53214

Subject: I-94 East-West Corridor Study

I.D. 1060-27-00

Dear Mayor Devine

WisDOT has received your January 14, 2013 letter, documenting several concerns the City of West Allis has regarding the I-94 east-west corridor study which is currently underway. WisDOT would like to better understand the City's concerns, and more adequately explain the options under consideration. As such, WisDOT requests a meeting with you and your public works staff to discuss these issues. In anticipation of that meeting, WisDOT offers the following information.

Closure of 68th Street and Hawley Road Ramps

Your letter notes the City of West Allis's concern with collector-distributor (C-D) roads and frontage roads. As a reference point, there are several freeway C-D roads in the Milwaukee area that operate efficiently and safely including I-94 from College Avenue to Layton Avenue, I-94 from Barker Road to Highway 18 and I-43/94 from Lincoln Avenue to Greenfield Avenue. The C-D road option relieves unsafe weaving issues on the freeway, improving the overall safety and performance of the freeway, especially as traffic volumes increase. C-D roads do not cause significant delay to accessing the freeway; they increase the level of service on the freeway and improve safety for those entering and exiting the freeway as well as those already on the freeway.

Frontage roads are already adjacent to I-94 between 84th Street and 68th Street. Today, they have a lower level of service than a C-D road or braided ramps. This is an issue WisDOT is evaluating.

Your letter indicates combining the 68th/70th Street entrance ramps with the Hawley Road entrance ramps could result in a daily volume between 9,200 and 12,400 vehicles at one entrance ramp. Using a conservatively high assumption that 10 percent of the daily traffic volume occurs in the peak hour, peak hour volumes of between 920 and 1,240 vehicles would occur. WisDOT and national freeway design standards indicate that 1,600 vehicles per hour can enter a freeway from a metered entrance ramp and is an acceptable, safe level of traffic. As such, the combined volumes are within the capacity of a freeway entrance ramp.

The options presented at the Public Information Meetings on December 5 and 6, 2012 did include a double-level freeway in a roughly 3,000-foot segment between the cemeteries. Nothing WisDOT presented at the August and December public information meetings or at the Technical Advisory

Committee meetings, which West Allis City Engineer Pete Daniels attended, suggested WisDOT was considering a 1.8-mile-long tunnel that was referenced in your letter.

WisDOT is attempting to avoid grave locations for many reasons including Wood National Cemetery's status as a National Historic Landmark. We can discuss this issue in more detail at a follow-up meeting.

Environmental Justice

WisDOT is unable to replicate the demographic data you cite in your letter. The two West Allis census tracts closest to Hawley Road and 68th/70th Streets (tracts 1001 and 1002, bounded by the Hank Aaron State Trail, Burnham Street, 56th and 70th Streets) have a minority percentage of 25.8 percent and 26.1 percent according to the 2011 American Community Survey. The 2010 Census has similar figures to the American Community Survey. Those are the two highest minority census tracts in the City of West Allis. Please help us understand how you derived the data you cite in your letter.

WisDOT's environmental justice analysis will thoroughly assess whether consolidating freeway access, if it occurs, would require any related action by WisDOT regarding any environmental justice issues. The analysis will comply with Executive Order 12898, Federal Actions to Address Environmental Justice in Minority and Low-Income Populations and Federal Highway Administration policies and guidance.

Your letter indicates particular concern over the potential for suburban groups to benefit at the expense of West Allis residents. Ramp metering has been in place on I-94 ramps in Milwaukee County for many years. Ramp metering is also in place on I-94 ramps in Waukesha County on each ramp out to, and including, the County T interchange with I-94 on the west side of Waukesha. Although the perception may be that the freeway is mostly used by commuters traveling to/from Waukesha County and downtown Milwaukee, current WisDOT data indicates that the majority of I-94 trips in the study area either begin or end their trip between the 68th/70th Street interchange and the 25th/26th Street interchange. Only 39 percent of trips travel completely through the study area (70th Street to 25th Street) without entering or exiting I-94.

Your letter suggests that "many" low-income and minority residents were not given a "fair opportunity to provide input into the public process." WisDOT would like more information regarding the lack of access. It would be helpful if the City of West Allis would provide information regarding this issue such as whether the comments were from a specific area or neighborhood, and how you assessed whether they were low income or minority. This will assist WisDOT in determining next steps if indeed there is an issue. We can discuss this further at a follow-up meeting.

Your letter also suggests adapting our public involvement program to encourage more local participation. WisDOT is *always* looking for ways to encourage more local participation in its studies and would be happy to discuss this issue with you further. As you are aware, public information meetings for this study were held at the Tommy Thompson Youth Center on the State Fair Grounds, and Adler School just off Hawley Road. WisDOT believes both of these locations to be accessible for City of West Allis residents as well as City of Milwaukee residents that live adjacent to I-94. That said, WisDOT is always open to suggestions for alternate meeting sites including meeting at your City Hall, perhaps prior to a City Council meeting, or any other venue in West Allis you feel appropriate.

Future Development and Job Creation

Thank you for sharing the estimated increase in trips to and from Summit Place. WisDOT requests a copy of the TIA you reference regarding this point. Does the City plan any improvements to 70th Street to accommodate the planned increase in trips between I-94 and Summit Place? If so, it would be important for WisDOT to have this information so it may properly consider the same.

Conclusion

Thank you for documenting the City of West Allis's concerns related to the I-94 East-West corridor study. WisDOT is in the early stages of evaluating the options, and appreciates your comments. Further study of the traffic volumes and further coordination with the City of West Allis and other stakeholders will aid in the selection of options moving forward.

WisDOT looks forward to meeting with you soon, and continuing a productive dialogue with you and your staff, as options for reconstructing the freeway are evaluated. The next Technical Advisory Committee meeting will also occur in March. If you have any questions or comments prior to meeting, please do not hesitate to contact me.

Sincerely,



Jason Lynch, P.E.

cc:

Brett Wallace/WisDOT SE Region Deputy Director
David Nguyen/WisDOT SE Region
Tony Barth/WisDOT SE Region
Dobra Payant/WisDOT SE Region
Brad Heimlich/CH2M HILL
Charlie Webb/CH2M HILL
Bethany Bacher-Gresock/Federal Highway Administration, Wisconsin Division
Wes Shemwell/Federal Highway Administration Wisconsin Division
Carrie Cox/WisDOT Office of General Counsel
Jay Waldschmidt/WisDOT Bureau of Technical Services



Wisconsin Department of Transportation
I-94 East-West Freeway Corridor Study
Milwaukee County
Public Information Meeting #3
May 21 and 22, 2013

Name Mayor Dan Devine

Address 7525 W. Greenfield Ave.
West Allis, WI 53214

Email ddevine@westallis.wi.gov

Date May 24, 2013

I am very concerned that ramp closures will negatively
impact access to jobs and businesses in West Allis.
Each ramp in place today (Hawley, 70th, 84th) is
crucial to access to existing schools, businesses and
jobs. Elimination of these will also inhibit our ability
to redevelop + develop in the future. This puts a
strangle hold on our efforts to broaden our tax
base + bring new employment opportunities
to the City.

From: Peter Daniels [<mailto:pdaniels@westalliswi.gov>]
Sent: Thursday, June 06, 2013 1:02 PM
To: Nguyen, David - DOT; Lynch, Jason - DOT
Cc: Gutierrez, Roberto - DOT; Mohr, Bill - DOT; Gottlieb, Mark - DOT; Johnson, Dewayne - DOT
Subject: West Allis Common Council passes resolution concerning I-94 East West Corridor

The City of West Allis Common Council unanimously approved a resolution (10 to 0) on Tuesday, June 4 opposing any alternatives for the I-94 East-West Corridor that do not include separate access ramps at both 70th Street and Hawley Road/60th Street. I have attached a signed copy for your use. Thank you for your attention to this matter.

Peter C. Daniels, P.E.
Principal Engineer
City of West Allis Engineering Department
7525 W. Greenfield Avenue
West Allis, WI 53214
Phone: (414) 302-8374
Fax: (414) 302-8366
email: pdaniels@westalliswi.gov

**CITY CLERK/TREASURER'S OFFICE**

414/302-8200 or 414/302-8207 (Fax)

www.westalliswi.gov**Paul M. Ziehler***City Admin. Officer, Clerk/Treasurer***Monica Schultz***Assistant City Clerk***Rosemary West***Treasurer's Office Supervisor*

June 6, 2013

Governor Scott Walker
Madison Office
P.O. Box 7863
Madison, WI 53707

Dear Governor Walker:

Enclosed is a copy of City of West Allis Resolution R-2013-0134 to oppose the construction of any alternatives for the I-94 East-West Corridor that do not include access to both 70th Street and Hawley Road/60th Street. The resolution was adopted by the West Allis Common Council on June 4, 2013.

Thank you for your attention to this matter.

Sincerely,

Paul M. Ziehler
City Administrative Officer
Clerk/Treasurer

amn
enclosure

cc: Honorable Tim Carpenter, Third Senate District
Honorable Leah Vukmir, Fifth Senate District
Honorable Daniel Riemer, Seventh Assembly District
Honorable Rob Hutton, Thirteenth Assembly District
Honorable Joe Sanfelippo, Fifteenth Assembly District
Mr. Mark Gottlieb, WI DOT Secretary of Transportation
Mr. William Mohr, WI DOT Southeast Region, Major Projects Manager (e-mail)
Mr. Jason Lynch, DOT Project Engineer (e-mail)
Mr. Roberto Gutierrez, DOT Project Engineer
Mr. David Nguyen, DOT (e-mail)



City of West Allis

Resolution

10602701-00567R-RDA25

7525 W. Greenfield Ave.
West Allis, WI 53214

File Number: R-2013-0134

Final Action: 6/4/2013

Sponsor(s): Public Works Committee

Resolution to oppose the construction of any alternatives for the I-94 East-West Corridor that do not include access to both 70th Street and Hawley Road/60th Street.

WHEREAS, on June 21, 2006 the Advisory Committee on Regional Transportation System Planning, of which the City of West Allis is a member, adopted a 2035 regional transportation plan, being a part of the master plan for the physical development of the Region and set forth in SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin; and

WHEREAS, the design year 2035 regional transportation plan for Southeastern Wisconsin, has become the master plan for the general purpose of guiding and accomplishing a coordinated and harmonious development of the entire Region; and that the purpose and effect of the adoption of the master plan shall be to aid the local governments and local government officials, and the State government and State government officials in the performance of their functions and duties; and

WHEREAS, the design year 2035 regional transportation plan includes provision for access ramps on I-94 to both 70th Street and Hawley Road/60th Street as they exist today; and

WHEREAS, the State of Wisconsin Department of Transportation is currently preparing an Environmental Impact Study to evaluate the existing I-94 service interchanges and the indirect or cumulative effects of changes in land use and development patterns that may occur farther from the I-94 corridor and later in time after reconstruction of the I-94 East-West Corridor depending on which alternative is chosen; and

WHEREAS, the State of Wisconsin Department of Transportation is contemplating the construction of at least one set of alternatives labeled C-3 and W-3 which do not include access ramps to Hawley Road/ 60th Street and which may have a dramatic effect on the land use and development patterns in the City of West Allis; and

WHEREAS, the existing I-94 service interchanges at 70th Street and Hawley Road/60th Street provide necessary access to a number of manufacturing, office and retail businesses and are critical to the economic success of the City of West Allis; and

WHEREAS, the State of Wisconsin Department of Transportation is tentatively planning to reconstruct the I-94 freeway from 70th Street to 25th Street in the year 2019; and

NOW THEREFORE BE IT RESOLVED By the Common Council of the City of West Allis that the

City is adamantly opposed to the construction of any alternatives for the I-94 East-West Corridor that do not include access to both 70th Street and Hawley Road/60th Street;

BE IT FURTHER RESOLVED that the Common Council supports ramps to accommodate access to both 70th Street and Hawley Road/60th Street;

BE IT FURTHER RESOLVED that the Common Council opposes any I-94 alternatives that create more traffic on City streets or that involve widening or other impacts to City streets.

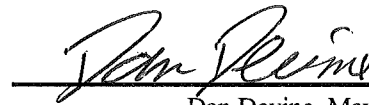
BE IT FURTHER RESOLVED that a copy of this Resolution be provided to Governor Walker, all West Allis State Assembly and State Senator members, as well as the Secretary of Transportation and other officials at the Wisconsin Department of Transportation.

ADOPTED AS AMENDED 06/04/2013



Paul M. Ziehler, City Admin. Officer, Clerk/Treas.

APPROVED AS AMENDED 6/6/13



Dan Devine, Mayor



Division of Transportation
System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662
E-Mail: waukesha.dtd@dot.state.wi.us

June 18, 2013

Paul M. Ziehler
City Administrative Officer
Clerk/Treasurer
City of West Allis
7525 W. Greenfield Av.
West Allis, WI 53214

Dear Mr. Ziehler:

Thank you for your recent letter regarding the results of the city of West Allis resolution passed on June 4, 2013 and the continued participation by the city of West Allis during the Environmental Study on the freeway segment of I-94 in Milwaukee County between 70th and 25th Streets. Governor Scott Walker has asked me to respond on his behalf.

The resolution has been added to our project records and will be considered as we proceed with the study.

If you would like to meet to discuss any questions and/or concerns, please contact our Southeast Region Project Manager, Jason Lynch at 414-750-0538 or Jason.Lynch@dot.wi.gov or myself at 262-548-5682 or Dewayne.Johnson@dot.wi.gov;

Sincerely,

A handwritten signature in black ink, appearing to read "Dewayne J. Johnson".

Dewayne J. Johnson, P.E.
SE Region Director

cc: Governor Scott Walker
Honorable Tim Carpenter, Third Senate District
Honorable Leah Vukmir, Fifth Senate District
Honorable Daniel Riemer, Seventh Assembly District
Honorable Rob Hutton, Thirteenth Assembly District
Honorable Joe Sanfelippo, Fifteenth Assembly District
Mr. Mark Gottlieb, WisDOT Secretary
Mr. William Mohr, WisDOT Supervisor
Mr. Tony Barth, WisDOT Supervisor
Mr. Roberto Gutierrez, WisDOT Chief
Mr. David Nguyen, WisDOT Chief
Mr. Jason Lynch, WisDOT Project Manager



MAYOR'S OFFICE

Dan Devine
Mayor

414/302-8290
414/302-8207 (Fax)

City Hall
7525 West Greenfield Avenue
West Allis, Wisconsin 53214

ddevine@westalliswi.gov
www.westalliswi.gov

June 26, 2014

Dobrogniewa (Dobra) S. Payant, P.E.
WisDOT SE Region
I-94 East-West Study Team
141 NW Barstow Street
Waukesha, WI 53187-0798

RE: Section 2 Updated Version, "Alternatives Considered", I-94 East-West Corridor Study
Draft EIS

Dear Ms. Payant:

The City of West Allis would like to offer the following comments on the updated version of Section 2, "Alternatives Considered", for the I-94 East-West Corridor Study Draft EIS. As the City has stated before in our January 14, 2013 letter, we are still concerned about the potential closure of all four existing freeway ramps at Hawley Road and the resultant loss of access and loss of capacity and diversion of traffic to local streets. Access to the freeway provides abundant opportunities for economic development by allowing trade and commerce to occur. Conversely, the removal of this access will have serious implications on environmental justice for our minority residents attempting to reach employment elsewhere and on businesses attempting to engage in commerce elsewhere. This issue of access to I-94 has dramatically escalated in recent weeks with the Johnson Controls announcement of 800 new jobs being created at the Renaissance Faire building on 60th Street. The close proximity of freeway access is obviously one of the key selling points to prospective employers like Johnson Controls and the City appears in danger of losing this selling point, thereby potentially reversing the creation of these new jobs.

Closure of Hawley Road Ramps

According to traffic counts currently available for I-94, the Hawley Road interchange accommodates 16,000 existing vehicles per day:

- 1.) Hawley Road Westbound On Ramp (5,200 vehicles per day),
- 2.) Hawley Road Eastbound Off Ramp (4,000 vehicles per day),
- 3.) Hawley Road Westbound Off Ramp (2,800 vehicles per day),
- 4.) Hawley Road Eastbound On Ramp (4,000 vehicles per day),

The updated version of Section 2 in the Draft EIS states the following:

“Residents and businesses that use the Hawley Road interchange have expressed concern about the additional time and indirection that would be caused by removing the Hawley Road interchange. The next closest interchange would be the 68th Street/70th Street interchange, about 8 blocks west of Hawley Road.”

But the updated report does not address the repercussions of this “indirection” which undoubtedly would cause the diversion of traffic onto local streets if the Hawley Road ramps were to be closed. The most obvious direct route to access the remaining ramps at 68th/70th Street from the south (in West Allis) would be on Main Street in the City of Milwaukee. Main Street is just a 30 foot wide local street which would be woefully inadequate in width and thickness to accommodate the thousands of additional vehicles per day seeking an alternate route to the remaining ramps on I-94.

By using traffic counts currently available for I-94, it can be demonstrated that the remaining ramps at 68th/70th Street would be overwhelmed by the substantial volume of vehicles that would now be funneled there if the Hawley Road ramps were closed:

1. 70th Street Westbound On Ramp ($6,000 + 5,200 = 11,200$ vehicles per day)
2. 70th Street Eastbound Off Ramp ($5,300 + 4,000 = 9,300$ vehicles per day)
3. 68th Street Westbound Off Ramp ($6,800 + 2,800 = 9,600$ vehicles per day),
4. 68th Street Eastbound On Ramp ($7,300 + 4,000 = 11,300$ vehicles per day),

The 41,400 vehicles per day expected to use these remaining ramps at 68th/70th Street would be higher than almost anywhere else on I-94, so the City has valid concerns that the closure of the Hawley Road ramps will lead to significant congestion and delays for our residents and business owners trying to use the only remaining ramps at 68th/70th Street.

Future Development and Job Creation

Several companies have recently announced their plans to create new jobs at the former Allis-Chalmers factory site in West Allis. The close proximity of freeway access is obviously one of the key selling points to prospective employers and the City appears in danger of losing this selling point, thereby potentially reversing the creation of these new jobs.

Wisconsin's largest company, Glendale-based Johnson Controls Inc., plans to lease a newly renovated building at Renaissance Faire, 801 S. 60th Street, bringing 800 new jobs to that site. Johnson Controls plans to begin operating later this year at the Renaissance Faire building, leasing about 143,000 square feet. Van Buren Management Inc., which operates the Renaissance Faire building, also plans to begin construction this month on a new parking structure, with about 600 spaces to help accommodate Johnson Controls' new employees. These anticipated employees and their vehicles will translate into about 1,800 new trips per day to this site.

It is important to note that Johnson Controls' headquarters are at 5757 N. Green Bay Ave. in Glendale. Johnson Controls also has employees in downtown Milwaukee at 507 E. Michigan Street. The company has about 3,200 employees in southeastern Wisconsin overall and is the largest public firm in Wisconsin. So the majority of business trips to and from Johnson Controls' new facility in West Allis will be oriented to and from the east where the majority of other Johnson Controls employees work. Therefore, WisDOT's proposal to restore the Hawley Road ramps to and from the west with a half interchange will not significantly benefit Johnson Controls or the other employers located at the Renaissance Faire building.

The Renaissance Faire building is part of the former Allis-Chalmers Corporation complex and has 361,000 square feet of office space, including newly renovated space totaling 179,000 square feet. It also has a 24,000-square-foot Blast Fitness center. Tenants in the main building also include U.S. Bank (70,000 square feet of space), Wheaton Franciscan Healthcare (45,000 square feet) and WDJT-TV CBS Channel 58 (30,000 square feet of space) and now Johnson Controls as well. Wheaton Franciscan Healthcare is another company that only just recently decided to move about 280 office workers to the Renaissance Faire building in West Allis after signing a 45,000-square-foot lease.

Brookdale Senior Living Inc. also recently launched a \$3.9 million expansion at its corporate support center in the former Allis-Chalmers Corporation complex (at 6737 W. Washington St. in the Summit Place office park). The company now has more than 400 employees and plans to add about 200 new jobs soon. Governor Scott Walker spoke of this new development as "good news for Wisconsin as well as the entire metro Milwaukee area." Governor Walker went on to say "This is yet another national company that looked at all of its options, and decided to stay and grow in Wisconsin because of the strong business climate and outstanding workforce."

As stated previously, the close proximity of freeway access is one of the key selling points to all these prospective employers such as Brookdale or Wheaton or Johnson Controls or CBS Channel 58 or US Bank. In particular, CBS Channel 58 has always been adamant that it needs to get TV crews onto the freeway in either direction as soon as possible to cover stories. A half interchange would definitely not meet their needs and would almost certainly lead to their immediate relocation elsewhere.

And the City still has plans for even more development at the former Allis-Chalmers Corporation factory site. The Traffic Impact Analysis prepared for this site expected a total of 2,825 new employees and 185,000 square feet of new retail space in the next few years. This is expected to generate a total of 15,780 new daily trips to the site in coming years with 1,050 new vehicles arriving in the am peak hour and 1,200 new vehicles exiting in the pm peak hour. These 15,780 new trips on top of the projected congestion from 41,400 vehicles per day using the only remaining ramps at 68th/70th Street will certainly cause delays at these remaining ramps. In fact, the analysis forecasted an additional 4,280 vehicles per day just from the Renaissance Faire building alone on 60th Street. This will add over 400 vehicles to the Hawley Road I-94 off ramps in the morning peak hour and almost 500 vehicles to the Hawley Road I-94 on ramps in

the evening peak hour. It is imperative that the Hawley Road I-94 ramps remain open now that these new jobs are already being added at this location.

Environmental Justice

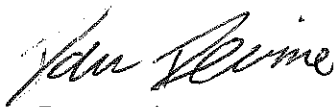
The potential ramp closures at Hawley Road and the continuation of ramp metering at the remaining ramps also needs to be addressed in light of the substantial number of low income neighborhoods and minority populations living in this area of West Allis. The east half of the City has a minority race population of 7,211 persons which represents 25% of the total population. In addition, there are 5,247 households earning low to moderate income which represents 41% of the total households in this area.

In fact, the two census tracts closest to the Hawley Road ramps have a combined minority population of 42%, with 23% of families living below poverty levels in census tract 1001 and 22% of families living below poverty in census tract 1002. These statistics are based on the 2008-2012 American Community Survey. It is important to note in this Survey that many Hispanics and Latinos likely self-classify themselves as white in race statistics. But a closer look at the "ethnicity by race" table in this Survey, instead of the "race" table typically used by WisDOT, shows 1,610 non-white residents (42%) living in census tract 1001 and 1,716 non-white residents (41%) living in census tract 1002.

Of particular concern is the potential for a distribution of benefits to suburban groups at the expense of urban dwellers in West Allis. The closure of these four ramps and the ramp metering already instituted at the remaining ramps will be advantageous for longer trips on the freeway system (at the expense of the shorter trips). Residents in West Allis who live closer to Milwaukee will be subject to the delays from the ramp closures and ramp metering, and will not receive immediate access to the freeway. Conversely, suburban commuters who live outside of the metered zone will receive all of the benefits of the freeway system without any of the ramp delays. The City is requesting an analysis of how these proposed ramp closures will affect the City's minority and low income populations so as to avoid disproportionately high and adverse impacts to these groups.

The City can be expected to offer other comments and concerns as this project continues through design and construction. Thank you for your consideration of our comments and for taking the opportunity to discuss the I-94 East-West Freeway Corridor Study with us.

Sincerely,



Dan Devine,
Mayor

From: Rouse, Deb [<mailto:RousD@wawm.k12.wi.us>]
Sent: Thursday, September 06, 2012 1:53 PM
To: diane@wawmchamber.com; Lynch, Jason - DOT
Cc: Devine, Dan; Vissers, Brian
Subject: FW: Attached Image

Please see the attached comments from the School District of West Allis – West Milwaukee, et al. regarding the 2019 I-94 Ramp Reconstruction and S. 70th Street. Feel free to contact me if you have any questions. Thank you so much for considering our comments!

Deb

Deborah L. Rouse
Director of Business Services
School District of West Allis - West Milwaukee, et al.
1205 S. 70th Street
West Allis, WI 53214
(414) 604-3031



Wisconsin Department of Transportation
I-94 East-West Freeway Corridor Study
Milwaukee County
August 23, 2012

Name School District of West Allis - West Milwaukee, et al.

Address 1205 S. 70th Street

West Allis, WI 53214

Email kousd@wawm.k12.wi.us

Comment:

Please see attached comments. Thank you!

Please leave your comments here tonight or mail them to Jason Lynch, WisDOT, SE Transportation Region, PO Box 798, Waukesha, WI 53187-0798

2019 I-94 RAMP RECONSTRUCTION AND S. 70TH STREET

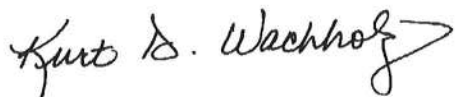
The School District of West Allis – West Milwaukee, et al. recently became aware that the Wisconsin Department of Transportation (WisDOT) is seeking input regarding where entrance and exit ramps should be permanently located as part of the 2019 I-94 Reconstruction between 25th Street and 70th Street.

The School District of West Allis – West Milwaukee, et al. strongly advocates for the continued placement of an on and off ramp at S. 70th Street for the following reasons:

1. S. 70th Street is the Main Artery into the heart of Downtown West Allis
2. For many events at the Wisconsin State Fair Park, there is a need for on and off freeway access from either end of the Fair Park at both 84th Street and 70th Street
3. Closing the 70th Street off/on ramps would be a safety issue due to the rerouted traffic using residential areas and neighborhoods where children regularly walk to and from school
4. The School District of West Allis – West Milwaukee, et al. is the 12th largest school district in the State of Wisconsin. The S. 70th Street area is currently home to the WAWM High School Learning Center, the McKinley Community Park, Milwaukee Area Technical College, Lakeland College, and Summit City Developments (2nd largest office park in Milwaukee County) just to name a few. People from many outside communities come into the City of West Allis to these well-known locations both on a regular basis and for special events and activities

We would be happy to discuss these significant points in greater detail. Please contact either Kurt Wachholz, Superintendent at (414) 604-3005 or Deborah L. Rouse, Director of Business at (414) 604-3031. Thank you for your consideration in this decision making process.

Sincerely,



Kurt D. Wachholz
Superintendent

Sincerely,



Deborah L. Rouse
Director of Business Services

Cc: Mayor Dan Devine, West Allis Common Council,
WAWM Chamber of Commerce



PARTNERS FOR A CLEANER ENVIRONMENT

Kevin L. Shafer, P.E.
Executive Director

COPY

February 14, 2014

William Mohr, P.E.
Wisconsin Department of Transportation
141 N.W. Barstow Street
Waukesha, WI 53187

Subject: I-94 East-West Corridor 70th Street to 16th Street
WisDOT Project 1060-27-00

Dear Mr. Mohr:

I am contacting you to request a commitment to protect our water resources from increased runoff from the I-94 East-West Corridor 70th to 16th Street Project. As the Wisconsin Department of Transportation (WisDOT) develops alternatives and completes the draft environmental impact statement, WisDOT should:

- (1) establish runoff management goals that minimize the additional volume discharged to receiving streams and the rate of discharge;
- (2) identify the amount of new impervious surface each alternative will create;
- (3) identify how runoff from the impervious surface will be managed; and
- (4) ensure that the project footprint includes sufficient space to properly manage runoff.

The Milwaukee Metropolitan Sewerage District (District) and the municipalities it serves have worked diligently over the years to reduce flooding. This work has included the development and implementation of standards to control runoff from both development and redevelopment. Furthermore, the District has invested millions of dollars to reduce flooding along the Menomonee River. I hope I can count on WisDOT to support these efforts.

Even without additional runoff, the water resources affected by this project face many challenges. Current problems include severe erosion, bank failure, crumbling historic retaining walls, and incised channels. In addition, high levels of pollutants have caused the Department of Natural Resources to classify Honey Creek and the Menomonee River as impaired. The redesigned highway may add large areas of impervious surface. This new impervious surface will increase runoff volume and peak flow rates. Also, more impervious surface means more pollutants. Increasing volumes, increasing peak rates, and increasing pollutants will make the already degraded receiving waters even worse, unless the WisDOT acts now to fully protect these water resources.

Milwaukee Metropolitan Sewerage District

260 W. Seeboth Street, Milwaukee, WI 53204-1446

414-272-5100 www.mmsd.com

D-78

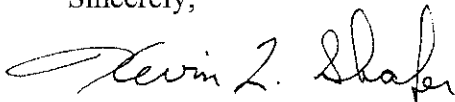


The District appreciates the efforts that WisDOT will take to comply with Wis. Adm. Code ch. TRANS 401 and the WisDOT/Wisconsin Department of Natural Resources (WDNR) Memorandum of Understanding on Erosion Control and Storm Water Management; however, the high density, fully developed, urban environment of the I-94 East-West Corridor Project requires additional efforts. For example, runoff management needs to go beyond ensuring that the regional flood does not increase by more than 0.01 foot. Preventing harm from this relatively rare event is important; however, this standard alone neglects the significant harm caused by the less severe storms that are much more frequent.

The fundamental purpose of the environmental review process is to identify alternatives and describe the costs and benefits of each alternative; therefore, now is the time to identify different levels of runoff management and how the costs and benefits compare to each other and to total project costs. Also, the environmental impact statement should discuss what is needed to comply with local standards, the adverse effects of failing to comply, and the marginal costs of compliance. District staff is available to work with you to develop appropriate runoff management alternatives.

This project is a rare opportunity to bring both improved highways and improved water resources to our community. Thanks for your cooperation.

Sincerely,

A handwritten signature in black ink, reading "Kevin L. Shafer". The signature is fluid and cursive, with the first name "Kevin" and last name "Shafer" clearly legible.

Kevin L. Shafer, P.E.
Executive Director
Milwaukee Metropolitan Sewerage District

c: Jason Lynch, WisDOT
Eric Nitschke, WDNR
T. Bate, MMSD
T. Chapman, MMSD
D. Jensen, MMSD
T. Nowicki, MMSD

E-1, U.S. Army Corps of Engineers, January 5, 2015
E-2, U.S. Army Corps of Engineers, March 10, 2015
E-3, U.S. Department of the Interior, National Park Service, January 9, 2015
E-4, U.S. Department of the Interior, Office of the Secretary, January 27, 2015
E-5, U.S. Coast Guard, January 9, 2015
E-6, U.S. Department of Housing & Urban Development, January 9, 2015
E-7, Department of Veterans Affairs Office of Construction and Facilities Management, January 13, 2015
E-8, Department of Veterans Affairs Office of Construction and Facilities Management, April 8, 2015
E-9, Advisory Council on Historic Preservation, January 9, 2015
E-10, U.S. Environmental Protection Agency, January 16, 2015
E-11, U.S. Environmental Protection Agency, March 17, 2015
E-12, U.S. Environmental Protection Agency, June 1, 2015
E-13, Federal Highway Administration, Wisconsin Division, June 25, 2015
E-14, Federal Transit Administration, June 2, 2015
E-15, Wisconsin Department of Natural Resources, January 27, 2015
E-16, Wisconsin Department of Natural Resources, March 25, 2015
E-17, Wisconsin Department of Natural Resources, May 13, 2015
E-18, Milwaukee County Parks Department, March 31, 2015
E-19, Milwaukee County Parks Department, January 13, 2016
E-20, Milwaukee Metropolitan Sewerage District, January 13, 2015
E-21, City of West Allis, December 5, 2014
E-22, Village of West Milwaukee, January 15, 2015
E-23, Alderman Bauman, December 8, 2015
E-24, Alderman Murphy, December 16, 2014
E-25, City of Wauwatosa, October 15, 2015
E-26, WisDOT to City of Wauwatosa, January 6, 2016

Appendix E

Agency Coordination Following Draft EIS Availability

-----Original Message-----

From: Jernigan, Anthony D MVP [<mailto:Anthony.D.Jernigan@usace.army.mil>]
 Sent: Monday, January 05, 2015 11:06 AM
 To: Lynch, Jason - DOT
 Cc: Payant, Dobra - DOT; Graser, Rebecca M MVP; Bethaney Bacher-Gresock
 Subject: RE: I-94 East-West Corridor Study in Milwaukee, WI - update (UNCLASSIFIED)

Classification: UNCLASSIFIED
 Caveats: NONE

Mr. Lynch,

With regard to the I-94 East-West Corridor project, the St. Paul District of the US Army Corps of Engineers has no comment on the Draft EIS. Please note this is not Concurrence Point 3 and we look forward to reviewing the identification of the preferred alternative, when selected.

We thank you for the opportunity to comment on the Draft EIS. We look forward to continued coordination between our agencies regarding this proposal.

Please contact me with any questions.

Sincerely,
 Anthony

Anthony Jernigan

US Army Corps of Engineers
 Phone: 651-290-5729

-----Original Message-----

From: Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]
 Sent: Thursday, December 18, 2014 1:58 PM
 To: 'Michele_Curran@nps.gov'; 'Glenn.madderom@va.gov'; 'Carlen.hatala@milwaukee.gov'; 'mjarosz@uwm.edu'; 'Melissa Cook'; 'anthony.d.jernigan@usace.army.mil'; 'sara.leach@va.gov'; 'Kathleen.Schamel2@va.gov'; 'emertritt@savingplaces.org'; 'dawnhmcc@gmail.com'; 'melizabethdaniels@gmail.com'; 'GScheurell@savingplaces.org'; 'Matthew.Cryer@va.gov'; 'Douglas.Pulak@va.gov'; 'Bethaney.Bacher-Gresock@dot.gov'; Kennedy, Jason - DOT; Becker, James - DOT; Webb, Charlie; 'dkeene@arch-res.com'; 'jnvogel@hrltd.org'; Lynch, Jason - DOT; Heimlich, Brad; Kaurich, Tracy A - DOT (DTSD Consultant); 'dfugenschuh@milwaukeehistory.net'; Smith, Cameron E - DOT; Dole, Keegan J - DOT; 'Brian Lusher'; 'Charlie.Webb@CH2M.com'; 'Madderom, Glenn'; 'Hatala, Carlen'; 'MaryAnn.Naber@dot.gov'; 'Michele Curran'; 'hazem.isawi@dot.gov'; 'Sara.Orton@CH2M.com'; Rohde, Andrew T - DOT; McKinney, Sean W - DOT;

Response to US Army Corps of Engineers

1. Comment acknowledged. WisDOT and FHWA provided information to the Corps of Engineers and other participating and cooperating agencies in February 2015. The Corps of Engineers concurred with the preferred alternative. See letter E-2.



DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT, CORPS OF ENGINEERS
180 FIFTH STREET EAST, SUITE 700
ST. PAUL MN 55101-1678

REPLY TO
ATTENTION OF
Operations
Regulatory (2012-02924-ADJ)

March 10, 2015

Ms. Dobra Payant
DTSD SE Region
141 N.W. Barstow Street
Waukesha, Wisconsin 53187-0798

Dear Ms. Payant:

We have completed our review of the Preferred Alternative Identification Memorandum (the Memorandum) prepared for the Interstate 94 East-West Freeway Corridor Environmental Impact Statement (Project ID # 1060-27-01), received on February 23, 2015. The study area for this project includes approximately 2.85 miles of freeway corridor leading from 70th Street (west limit) to 16th Street (east limit) in Milwaukee County, Wisconsin.

The Corps concurs with the lead agency's selection of the "At-grade alternative" with the half interchange at Hawley Road for the West Segment and the "On-alignment alternative" for the East Segment as the preferred alternative. These alternatives appear to satisfy CWA Section 404 requirements. We recommend the information presented in the Memorandum be included in the final EIS.

Please note that our determinations are based on a corridor-level analysis. We expect that further efforts to avoid, minimize, and mitigate for impacts to waters of the United States will take place during the design phase of the project. If there are any substantial changes or if new information is brought forward, we may reconsider our determinations.

We look forward to continued coordination on this project. If you have any questions, contact Anthony Jernigan in our Waukesha office at (651) 290-5729. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,

for Tamara E. Cameron
Chief, Regulatory Branch

Copy Furnished:
Kenneth Westlake, US Environmental Protection Agency;
Bethaney Bacher-Gresock, FHWA Wisconsin Division;
Mike Thompson, WDNR;
Charlie Webb, CH2M Hill.

Response to U.S. Army Corps of Engineers

1. Comment acknowledged.



United States Department of the Interior

National Park Service

Midwest Region
601 Riverfront Drive
Omaha, Nebraska 68102-4226



Jason Lynch, P.D., Project Supervisor
WisDOT, Southeast Region
141 N.W. Barstow Street
Waukesha, WI 53187

Re: Project I.D. 1060-27-00, I-94 East-West Corridor

Dear Mr. Lynch;

Thank you for providing the National Park Service (NPS) Midwest Region (MWR) with the opportunity to comment on the Draft Environmental Impact Statement (EIS) on Project 1060-27-00: I-94 East West Corridor proposed construction. We also appreciate the Wisconsin Department of Transportation Southeast Region's commitment to Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended.

We are concerned that the introductory pages (iii-viii) do not specifically address Section 110 of the NHPA in conjunction with the brief and initial discussion of the Northwest Branch National Home for Disabled Volunteer Soldiers (NW NHDVS) National Historic Landmark (NHL). We noticed that it is included in the environmental impact section. Would it be possible to add another section heading entitled "Cultural Resources Impact" and include Section 110 (f) which states:

Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

In addition, the NPS strongly recommends that the Double-Deck Alternative be rejected and that the At-Grade Alternative will be the selected alternative. Along with having "No Adverse Effect," the At-Grade alternative is approximately \$200 million dollars less in cost than the Double-Deck Alternative.

Further comments on the Draft EIS will be submitted under separate cover by Dr. Michele J. Curran, who has been the NPS MWR representative during the Section 106 consultation the past

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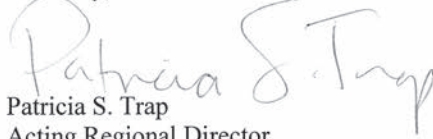
ENV

Response to National Park Service

1. A reference to Section 110 of the National Historic Preservation Act has been added to the Other Federal and State Actions Required section of the Summary. The reference to Section 110 in Section 3.24.1 of the Draft EIS has been expanded to include Section 110(f).
2. The At-grade alternative with a half interchange at Hawley Road is the preferred alternative.
3. Comment acknowledged.

several years. Please contact Dr. Curran at 402-661-1954 or at Michele_curran@nps.gov if you have any further questions.

Sincerely,



Patricia S. Trap
Acting Regional Director

cc via e-mail:

"Carlen.hatala@milwaukee.gov" <'Carlen.hatala@milwaukee.gov'>,
 "mjarosz@uwm.edu" <'mjarosz@uwm.edu'>,
 'Melissa Cook <Melissa.Cook@fcpotawatomi-nsn.gov>,
 "anthony.d.jernigan@usace.army.mil" <'anthony.d.jernigan@usace.army.mil'>,
 "sara.leach@va.gov" <sara.leach@va.gov>,
 "Kathleen.Schamel2@va.gov" <Kathleen.Schamel2@va.gov>,
 "emerritt@savingplaces.org" <emerritt@savingplaces.org>,
 "dawnhmcc@gmail.com" <dawnhmcc@gmail.com>,
 "melizabethdaniels@gmail.com" <melizabethdaniels@gmail.com>,
 "GScheurell@savingplaces.org" <GScheurell@savingplaces.org>,
 "Matthew.Cryer@va.gov" <Matthew.Cryer@va.gov>,
 "Douglas.Pulak@va.gov" <Douglas.Pulak@va.gov>,
 "Bethaney.Bacher-Gresock@dot.gov" <Bethaney.Bacher-Gresock@dot.gov>,
 "Kennedy, Jason - DOT" <Jason1.Kennedy@dot.wi.gov>,
 "Becker, James - DOT" <James.Becker@dot.wi.gov>,
 "Webb, Charlie" <cwebb1@ch2m.com>,
 "dkeene@arch-res.com" <dkeene@arch-res.com>,
 "jnvogel@hrltd.org" <jnvogel@hrltd.org>,
 "Lynch, Jason - DOT" <Jason.Lynch@dot.wi.gov>,
 "Heimlich, Brad" <brad.heimlich@ch2m.com>,
 "Kaurich, Tracy A - DOT (DTSD Consultant)" <Tracy.Kaurich@dot.wi.gov>,
 "dfugenschuh@milwaukeehistory.net" <dfugenschuh@milwaukeehistory.net>,
 "Smith, Cameron E - DOT" <Cameron.Smith@dot.wi.gov>,
 "Dole, Keegan J - DOT" <Keegan.Dole@dot.wi.gov>,
 Brian Lusher <blusher@achp.gov>,
 "Charlie.Webb@CH2M.com" <Charlie.Webb@ch2m.com>,
 "Madderom, Glenn" <Glenn.Madderom@va.gov>,
 "Hatala, Carlen" <chatal@milwaukee.gov>,
 "MaryAnn.Naber@dot.gov" <MaryAnn.Naber@dot.gov>,
 "hazem.isawi@dot.gov" <hazem.isawi@dot.gov>,
 "Sara.Orton@CH2M.com" <Sara.Orton@ch2m.com>,

"Rohde, Andrew T - DOT" <Andrew.Rohde@dot.wi.gov>,
 "McKinney, Sean W - DOT" <Sean.McKinney@dot.wi.gov>,
 "Gates, Dylan P - DOT" <Dylan.Gates@dot.wi.gov>,
 "Koerting, Thomas D." <Thomas.Koerting2@va.gov>,
 "Ohman, Diana J. (SES)" <Diana.Ohman@va.gov>,
 "champtat@archmil.org" <champtat@archmil.org>,
 "whited@engr.wisc.edu" <whited@engr.wisc.edu>,
 "hkarsh@gmail.com" <hkarsh@gmail.com>,
 "Cook, Kimberly A - WHS" <Kimberly.Cook@wisconsinhistory.org>,
 "Draeger, Jim R - WHS" <Jim.Draeger@wisconsinhistory.org>,
 Dave Cleary <dcleary@cheqbaygrp.com>,
 "Livermore, Jacob J - DOT" <Jacob.Livermore@dot.wi.gov>,
 "Jernigan, Anthony D MVP" <Anthony.D.Jernigan@usace.army.mil>,
 "Zachary.Bentzler@ch2m.com" <Zachary.Bentzler@ch2m.com>,
 "Goldsworthy, Benjamin" <Benjamin.goldsworthy@ch2m.com>,
 "Bliesner, Brian - DOT" <Brian.Bliesner@dot.wi.gov>,
 "Penkiunas, Daina J - WHS" <Daina.Penkiunas@wisconsinhistory.org>,
 "Elliott, Glenn (CFM)" <Glenn.Elliott@va.gov>,
 Robert Curry <bob@dryhootch.org>,
 "william.hooker@va.gov" <william.hooker@va.gov>,
 "jensustar@yahoo.com" <jensustar@yahoo.com>,
 "Janowski, William B." <William.Janowski@va.gov>,
 "Treazise, Michael - DOT" <Michael.Treazise@dot.wi.gov>,
 "Tom.Pettit@CH2M.com" <Tom.Pettit@ch2m.com>,
 "Thomas.Moran2@va.gov" <Thomas.Moran2@va.gov>,
 Bill Kurtz <BKurtz@cheqbaygrp.com>,
 "Waldschmidt, Jay - DOT" <Jay.Waldschmidt@dot.wi.gov>,
 "Graser, Rebecca M MVP" <Rebecca.M.Graser@usace.army.mil>,
 "Ahmadi, Afsaneh - DOT" <Afsaneh.Ahmadi@dot.wi.gov>,
 "Callahan, Amerophan" <Amerophan.Callahan@va.gov>,
 Meghan Hesse <mhesse@achp.gov>,
 Jaime Loichinger <jloichinger@achp.gov>,
 John Eddins <jeddins@achp.gov>

REVIEW COMMENTS

Draft Environmental Impact Statement: Project 1060-27-00, I-94 East-West Corridor
Comments from: Michele J. Curran, Ph.D.

REPORT

No.	Page	Line	Review Comment
1.	vi		<p>Please use a separate heading labeled <i>Cultural Impacts</i> and cite the National Historic Preservation Act of 1966, as amended; and cite Section 106 and specifically Section 110:</p> <p>§National Historic Preservation Act of 1966, As amended through 2006 [With annotations]</p> <p>[This Act became law on October 15, 1966 (Public Law 89-665; 16 U.S.C. 470 et seq.). Subsequent amendments to the Act include Public Law 91-243, Public Law 93-54, Public Law 94-422, Public Law 94-458, Public Law 96-199, Public Law 96-244, Public Law 96-515, Public Law 98-483, Public Law 99-514, Public Law 100-127, Public Law 102-575, Public Law 103-437, Public Law 104-333, Public Law 106-113, Public Law 106-176, Public Law 106-208, Public Law 106-355, and Public Law 109-453. This description of the Act, as amended, tracts the language of the United States Code except that (in following common usage) we refer to the “Act” (meaning the Act, as amended) rather than to the “subchapter” or the “title” of the Code. This description also excludes some of the notes found in the Code as well as those sections of the amendments dealing with completed reports. Until the Code is updated through the end of the 106th Congress, the Code citations for Sections 308 and 309 are speculative.]</p> <p>AN ACT to Establish a Program for the Preservation of Additional Historic Properties throughout the Nation, and for Other Purposes.</p> <p>Section 106 [16 U.S.C. 470f — <i>Advisory Council on Historic Preservation, comment on Federal undertakings</i>] The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.</p> <p>Section 110 [16 U.S.C. 470h-2(a) — <i>Federal agencies' responsibility to preserve and use historic properties</i>] (a) (1) The heads of all Federal agencies shall assume responsibility for the preservation of historic properties which are owned or controlled by such agency. Prior to acquiring, constructing, or leasing buildings for purposes of carrying out agency responsibilities, each Federal agency shall use, to the maximum extent feasible, historic properties available to the agency in accordance with Executive Order No. 13006, issued May 21, 1996 (61 Fed. Reg. 26071). Each agency shall undertake, consistent with the preservation of such properties and the mission of the agency and the professional standards established pursuant to section 101(g) of this Act,</p>

ENV

No.	Page	Line	Review Comment
			<p>any preservation, as may be necessary to carry out this section.</p> <p>(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.</p> <p>(l) With respect to any undertaking subject to section 106 of this Act which adversely affects any property included in or eligible for inclusion in the National Register, and for which a Federal agency has not entered into an agreement pursuant to regulations issued by the Council, the head of such agency shall document any decision made pursuant to section 106 of this Act. The head of such agency may not delegate his or her responsibilities pursuant to such section. Where a section 106 of this Act memorandum of agreement has been executed with respect to an undertaking, such memorandum shall govern the undertaking and all of its parts.</p>
2.	vi	Table S-1	Identify the National Historic Landmark (NHL) as the <i>Northwestern Branch, National Home for Disabled Volunteer Soldiers (Soldiers Home NHL)</i> ...then Soldiers Home NHL can be used throughout the document
3.	x	4.2.3	At the end of the title add <i>National Register of Historic Places</i> [differentiate between the NHL and the NR]
4.	xv	4-2	Be consistent with titles, either use Soldiers Home NHL or full NHL name
5.	xv	4-3	Be consistent with titles and differentiate between the National Register (NR) of Historic Places and the National Historic Landmark (NHL) check with WI SHPO for the accurate name of the NR listing
6.	1-26	1-5	Separate out <i>Cultural Aspects</i> from <i>Environmental Aspects</i>use separate headings
7.	2-7	2 nd Paragraph	Please highlight this section and be more consistent in the language regarding the NHL and NR name....please check and see exactly what the correct title for the NR historic district is and use it consistently
8.	2-9		See comment for 2-7
9.	2-39	Last paragraph	Because cost is a factor in the rejection of the All-Down alternative, it needs to be clearly stated that the All-Up alternative is \$200M more than the At-Grade alternative...reword to show cost differential between all of the alternatives.
10.	2-50	Paragraph 4	Please clearly state that the NPS cited Section 110 of the National Historic Preservation Act of 1966, as amended. Section 110 of the NHPA requires federal agencies (and federally funded projects) "to the maximum extent possible undertake such planning and actions as many be necessary to minimize harm" to an NHL.
11.	2-51	Paragraph 6	Please cite the NHPA correctly "to the maximum extent possible undertake such planning and actions as many be necessary to minimize harm" to an NHL. The law requires more than taking into account...

No.	Page	Line	Review Comment
12.	3-119	Paragraph 4 & 9in a Memorandum of Agreement that will be developed to address....will culminate in a Memorandum of Agreement (MOA) that will stipulate
13.	3-118-119	Measures to Minimize Harm	This section is awkwardly worded. Why is the Partial Down alternative mentioned as mitigation when it is a discarded alternative? Openings in the Double Deck alternative have also been dismissed by the consulting parties. Because no mitigations have been specifically agreed upon, it might be better to not discuss possible mitigations. Mitigation will be determined after there is a determination of a "Preferred Alternative."
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IN REPLY REFER TO:

United States Department of the Interior

OFFICE OF THE SECRETARY
Office of Environmental Policy and Compliance
Custom House, Room 244
200 Chestnut Street
Philadelphia, Pennsylvania 19106-2904

January 27, 2015

9043.1
ER 14/0721

Mr. George Poirier
Division Administrator
Federal Highway Administration
525 Junction Road, Suite 8000
Madison, Wisconsin 53717

Dear Mr. Poirier:

As requested, the Department of the Interior (Department) has reviewed the Draft Environmental Impact State (EIS) and Section 4(f) Evaluation prepared by the Federal Highway Administration (FHWA) for the I-94 East-West Corridor Project, Milwaukee County, Wisconsin. The Department offers the following comments and recommendations for your consideration.

Section 4(f) Comments

This document considers effects to properties identified in the project study area as eligible to be considered under Section 4(f) of the Department of Transportation Act of 1966 (codified at 49 U.S.C. 303§ 771.135) associated with the I-94 East-West Corridor Project (Project), Milwaukee County, Wisconsin. The Project intent is to "...address the deteriorated condition of I-94, (its) obsolete roadway and bridge design, existing and future traffic demand, and high crash rates..." as well as "...provide (a) safer and more efficient transportation system in the I 94 East-West Corridor, while minimizing impacts to the natural, cultural, and built environment..." To accomplish this, the Federal Highway Administration (FHWA), and the Wisconsin Department of Transportation (WisDOT) propose to reconstruct Interstate 94 (I - 94) between 70th Street and 16th Street in Milwaukee, Wisconsin. The scope of the proposed action is to rebuild the roadway and its bridges, modify the interchanges and access, and reconstruct local streets affected by the reconstruction. The goals of the Project include maintaining the link in the transportation network, fix the obsolete design and deteriorating pavement, and not foreclose on future transportation improvements identified in the regional transportation plan.

The Section 4(f) evaluation considered the impacts to historic resources, parks, and recreational facilities in the area of the Project. Specifically, impacts to six properties on the National Register of Historic Places, including Calvary Cemetery; Northwestern Branch, National Home for Disabled Volunteer Soldiers (Soldiers Home National Historic Landmark [NHL]), Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District (Soldiers Home Historic District); Soldiers' Home Reef NHL; Story Hill Residential Historic District 1;

1

Response to U.S. Department of the Interior

1. The potential impacts to seven properties that are eligible for or listed in the National Register of Historic Places were evaluated. The additional Section 4(f) property, the former Paradise Theater, was identified as a result of the preferred alternative's inclusion of off-interstate improvements. Of the properties evaluated, only the Soldiers' Home NHL, Soldiers' Home Historic District, and Soldiers' Home Reef NHL are listed in the National Register. Calvary Cemetery; Story Hill Residential District 1; Story Hill Residential Districts 2 and 3; and Paradise Theater are eligible for the National Register but are not listed.

and Story Hill Residential Historic District 2 and 3; were considered. The evaluation also considered five park and recreational resources: Mitchell Boulevard Park, Story Parkway, Oak Leaf Recreational Trail, Doyne Park, and Valley Park.

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The consideration of impacts to Section 4(f) properties are complicated by the fact that no preferred alternative was selected in the Draft EIS. Most direct impacts to these properties are avoided by the selection of several options that will be pursued after the close of public comment. However, some options have the potential for indirect impacts to these properties (constructive use), which are disclosed in the evaluation, but without a determination of which alternative is likely to be built, the Department cannot concur with most determinations stated in the evaluation. We also note that the Section 106 process is still ongoing, and the effects and impacts to the historic resources have not been finalized, an agreement document is likely to be prepared in the near future, and the State Historic Preservation Officer has obviously not concurred with the determinations of effect. Therefore, the determinations made in the evaluation are tentative, awaiting the closure of the Section 106 process, and the Department will withhold our opinion until either a second draft evaluation is released for review, or the final evaluation is prepared. We respectfully request that, at the time the Final EIS and evaluation is prepared, the Department be given adequate time to review and comment on the final evaluation for 4(f) properties.

2

The FHWA has determined that the Project in the area of Mitchell Boulevard Park, Oak Leaf Recreational Trail, Doyne Park, and Valley Park will be either temporary or has no potential for impacts to these properties and not considered 4(f) use. The Department would concur with those determinations.

3

General Comments

Page vi- Please use a separate heading labeled *Cultural Impacts* and cite the National Historic Preservation Act of 1966, as amended; and cite Section 106 and specifically Section 110:

National Historic Preservation Act of 1966, As amended through 2006 [With annotations]

[This Act became law on October 15, 1966 (Public Law [P.L.] 89-665; 16 U.S.C. 470 et seq.). Subsequent amendments to the Act include P.L. 91-243, P.L. 93-54, P.L. 94-422, P.L. 94-458, P.L. 96-199, P.L. 96-244, P.L. 96-515, P.L. 98-483, P.L. 99-514, P.L. 100-127, P.L. 102-575, P.L. 103-437, P.L. 104-333, P.L. 106-113, P.L. 106-176, P.L. 106-208, P.L. 106-355, and P.L. 109-453. This description of the Act, as amended, tracts the language of the United States Code except that (in following common usage) we refer to the “Act”(meaning the Act, as amended) rather than to the “subchapter” or the “title” of the Code. This description also excludes some of the notes found in the Code as well as those sections of the amendments dealing with completed reports. Until the Code is updated through the end of the 106th Congress, the Code citations for Sections 308 and 309 are speculative.]

4

AN ACT to Establish a Program for the Preservation of Additional Historic Properties throughout the Nation, and for Other Purposes.

Section 106

[16 U.S.C. 470f— *Advisory Council on Historic Preservation, comment on Federal undertakings*]

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal

Response to U.S. Department of the Interior (continued)

2. A preferred alternative was not identified in the Draft EIS to allow WisDOT and FHWA to review input received during the public hearing and public comment period prior to identifying a preferred alternative. The Final Section 4(f) evaluation is included in this Final EIS. The At-grade alternative with a half interchange at Hawley Road on the west segment and the On-alignment alternative on the east segment is the preferred alternative.

The Section 106 process is on-going. FHWA, in consultation with the consulting parties, has determined that the At-grade alternative could be designed to have No Adverse Effect on historic properties. Additionally FHWA determined the preferred alternative would not result in impacts to any Section 4(f) properties greater than *de minimis*. Appropriate measures to minimize harm to historic properties have been discussed as part of the Section 106 consultation process and through the development of the Programmatic Agreement. To ensure the No Adverse Effect finding, the Programmatic Agreement will include minimization measures that include plans for: freeway design review, construction staging, Wood National Cemetery wall design, landscaping, and signage. A draft of the Programmatic Agreement is included on the CD at the back of the document. SHPO, ACHP, and NPS have concurred with the determination of No Adverse Effect for the At-grade alternative, subject to continued consultation during design. Pursuant to 23 CFR 774.5(b)(1), FHWA intends to make a Section 4(f) *de minimis* impact determination for the Soldiers' Home NHL and Soldiers' Home National Register Historic District based on the written concurrence of SHPO, ACHP and NPS in this No Adverse Effect finding.

3. FHWA also made a preliminary determination that impacts to Story Parkway would be no more than *de minimis*. See the November 13, 2015 letter to the Milwaukee County Parks Department, Appendix E, E-25.

4. Comment acknowledged. The Summary has been updated to reflect both Section 106 and 110. The requirements of Section 106 and 110(f) are discussed in detail in Section 3.24.1 of the EIS.

department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

Section 110

[16 U.S.C. 470h-2(a) — *Federal agencies' responsibility to preserve and use historic properties*]

(a) (1) The heads of all Federal agencies shall assume responsibility for the preservation of historic properties which are owned or controlled by such agency. Prior to acquiring, constructing, or leasing buildings for purposes of carrying out agency responsibilities, each Federal agency shall use, to the maximum extent feasible, historic properties available to the agency in accordance with Executive Order No. 13006, issued May 21, 1996 (61 Fed. Reg. 26071). Each agency shall undertake, consistent with the preservation of such properties and the mission of the agency and the professional standards established pursuant to section 101(g) of this Act, any preservation, as may be necessary to carry out this section.

...

(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

(l) With respect to any undertaking subject to section 106 of this Act which adversely affects any property included in or eligible for inclusion in the National Register, and for which a Federal agency has not entered into an agreement pursuant to regulations issued by the Council, the head of such agency shall document any decision made pursuant to section 106 of this Act. The head of such agency may not delegate his or her responsibilities pursuant to such section. Where a section 106 of this Act memorandum of agreement has been executed with respect to an undertaking, such memorandum shall govern the undertaking and all of its parts.

Page vi, Table S-1 - Identify the National Historic Landmark (NHL) as the *Northwestern Branch, National Home for Disabled Volunteer Soldiers (Soldiers Home NHL)*, then Soldiers Home NHL can be used throughout the document.

Page x - For Section 4.2.3, at the end of the title add *National Register of Historic Places* [differentiate between the NHL and the NR].

Page xv – For Section 4-2, be consistent with titles by using Soldiers Home NHL or the full NHL name.

Page xv – For Section 4-3, be consistent with titles and differentiate between the National Register (NR) of Historic Places and the National Historic Landmark (NHL). Please check with Wisconsin SHPO for the accurate name of the NR listing.

Page 1-26, Section 1-5 - Separate out *Cultural Aspects* from *Environmental Aspects* by using separate headings.

Response to U.S. Department of the Interior (continued)

5. The Final EIS has been updated as appropriate.

6. At the time the Draft EIS was circulated for public and agency comment there were two Double Deck options under consideration, the 'all up' and 'partial down' options. The partial down option had not been eliminated at the time the Draft EIS was approved. Nor had the openings in the side of the double deck. Both have now been eliminated. The purpose of Section 3.24.3 in the Draft EIS was to discuss how alternatives had been designed to avoid or minimize harm to historic properties.

Page 2-7, 2nd paragraph - Please highlight this section and be more consistent in the language regarding the NHL and NR name. Please check and see exactly what the correct title for the NR historic district is and use it consistently.

Page 2-9 - See the comment for 2-7 above.

Page 2-39, last paragraph - Because cost is a factor in the rejection of the All-Down alternative, it needs to be clearly stated that the All-Up alternative is \$200M more than the At-Grade alternative. Please reword to show cost differential between all of the alternatives.

Page 2-50, paragraph 4 - Please clearly state that the NPS cited Section 110 of the National Historic Preservation Act of 1966, as amended. Section 110 of the NHPA requires federal agencies (and federally funded projects) “to the maximum extent possible undertake such planning and actions as many be necessary to minimize harm” to an NHL.

Page 2-51, paragraph 6 - Please cite the NHPA correctly “to the maximum extent possible undertake such planning and actions as many be necessary to minimize harm” to an NHL. The law requires more than taking into account the impacts.

Page 3-119, paragraph 4 and 9 – Please add “...in a Memorandum of Agreement that will be developed to address...” and “...will culminate in a Memorandum of Agreement (MOA) that will stipulate...” respectively.

Page 3-118 and 119, Measures to Minimize Harm - This section is awkwardly worded. It is unclear why the Partial Down alternative mentioned as mitigation when it is a discarded alternative. Openings in the Double Deck alternative have also been dismissed by the consulting parties. Because no mitigations have been specifically agreed upon, it might be better to not discuss possible mitigations. Mitigation will be determined after there is a determination of a “Preferred Alternative.”

The Department has a continuing interest in working with the FHWA and the WisDOT to ensure impacts to resources of concern to the Department are adequately addressed. For issues concerning section 4(f) resources, please contact Regional Environmental Coordinator Nick Chevance, Midwest Region, National Park Service, 601 Riverfront Drive, Omaha, Nebraska 68102, telephone (402) 661-1844. For issues concerning Section 106 and the National Historic

Landmarks, please contact Historian Michele J. Curran, Ph.D., National Historic Landmarks Program, Midwest Regional, 601 Riverfront Drive, Omaha, Nebraska 68102, telephone (402) 661-1954.

We appreciate the opportunity to provide these comments.

Sincerely,



Lindy Nelson
Regional Environmental Officer

6

-----Original Message-----

From: Scot.M.Striffler@uscg.mil [mailto:Scot.M.Striffler@uscg.mil]
Sent: Friday, January 09, 2015 12:38 PM
To: Lynch, Jason - DOT
Cc: Stanifer, William B CIV; Soule, Lee D CIV
Subject: I-94 East-West Corridor study and Draft Environmental Impact Statement Comments, Milwaukee, WI

Dear Mr. Lynch,

I am writing regarding the I-94 East-West Corridor Improvement study and request for comments on the Draft Environmental Impact Statement (DEIS).

Following review of the material provided on the project website:

<http://www.dot.wisconsin.gov/projects/seregiion/94stadiumint/> we have determined, in accordance with the provisions of Title 33, Part 115.50(c) of the Code of Federal Regulations, that the project is located on a portion of Menomonee River, Milwaukee County, City of Milwaukee, WI, where the Coast Guard Bridge Program does not exercise jurisdiction and would not require a permit or additional coordination.

Though a Coast Guard bridge permit would not be required, you may need to obtain other federal, state, or local permits and authorizations prior to proceeding with the project.

Please contact me at the number below if you have questions or wish to discuss this matter. Thank you.

Sincerely,

Scot Striffler
Bridge Program Manager
Ninth Coast Guard District
(216) 902-6087
Fax: (216) 902-6088
Scot.M.Striffler@uscg.mil

Response to US Coast Guard

1. Comment acknowledged.



U.S. Department of Housing and Urban Development
 Milwaukee Field Office
 Suite 950
 310 West Wisconsin Avenue
 Milwaukee, WI 53203-2289
<http://www.hud.gov/local/mil/>

January 9, 2015

Mr. Jason Lynch, PE
 Supervisor
 Wisconsin Dept. of Transportation
 141 N.W. Barstow Street
 Waukesha, WI 53188

Subject:
 Review of WI DOT Project I.D. 1060-27-00 Draft Environmental Impact Statement
 I-94 East –West Corridor from 70th Street to 16th Street in Milwaukee WI.

Dear Mr. Lynch,

I have finished my review of this Draft Environmental Impact Statement for the corridor study area with no comment to what has been presented in this study. I understand that this project is being opposed by most of the cities impacted by the proposed project which I do not have an opinion of. To the best of my knowledge you have met all requirements with the National Environmental Policy Act (NEPA). Though I have not found anything in this document I do however have comments on other projects that you currently under construction (Zoo Interchange) and are finished (Mitchel Interchange). These items are found in Appendix E summary of measures to mitigate adverse effects:

1) Air Quality

Dust control during construction is not being accomplished at the sites that I have personally witnessed a significant portion of work from demolition, grubbing and clearing, spoil removal and every portion of work before final grade. The watering of soil is only being done when it counts for densities during grading operations. Minimizing the amount of land exposed at one time is another issue noting that significant time in spoil piles sat for six months without temporary seeding.

2) Water Quality/ Erosion

WI DOT needs a stricter control over their contractors regarding Clean Water Act, The Water Quality Act as well as state and local codes regarding water quality and erosion. In past/current projects being completed around the Milwaukee highways the soil leaving the jobsites can be seen in a plum around routes that leave the sites. The street sweepers in different situation have been creating zero visibility with the dust coming off the rotary sweeper up to a quarter of a mile away from the project limits. Understanding the magnitude of these projects it is one the most difficult items to control due to weather. However still necessary to adhere to your WI DOT Facilities Development Manual for Erosion Control and Storm Water Quality written by Michelle Reynolds.

Response to U.S. Dept. Housing & Urban Development

1. The City of Milwaukee Mayor testified in support of the At-grade alternative at the December 2014 public hearing. The City of West Allis and Village of West Milwaukee supported the Double Deck alternative due to concern over access changes at Hawley Road. See Section 6.3.2.
2. As noted in Section 3.27.4.6 WisDOT contractors are required to follow WisDOT's Standard Specifications for Road and Bridge Construction, Wisconsin Administrative Code Chapter TRANS 401—Construction Site Erosion Control and Stormwater Management Procedures, and the WisDOT/DNR Cooperative Agreement which control air quality and water quality.

3) Noise/Vibration

Work with your contractor on their work schedule to ensure that work causing high noise and or vibration such as concrete removal on elevated roadways, pile driving operations and other areas of concern are identified early and mitigated. The 794 concrete roadway removal was an exceptional project and unlike the one 94 East West Corridor project however it had teachable moments when it came to a public nuisance. Identify these things early prior to mobilization of contractor and limit to hours that will impact the least number of residents. When it is possible to notify the public with this information so that employers may be proactive with their work force and people can ready themselves for significant change in their comfort level.

3

Thank you for the opportunity to provide feedback on this draft environmental impact statement on the I-94 East-West Corridor proposed project.

Very truly yours,

David Nuccio
Field Environmental Officer
Milwaukee Field Office
Dept. of Housing and Urban Development
310 W. Wisconsin Ave, Milwaukee WI 53203
414-935-6690
David.A.Nuccio@hud.gov

Response to U.S. Dept. Housing & Urban Development (continued)

3. WisDOT and its contractors work with municipalities and other stakeholders to minimize noise and vibration impacts from construction to the extent practicable. Limiting the hours of activities like pile driving draws out its duration. Often the feedback WisDOT receives from adjacent businesses and residents is to get the work done as quickly as possible. In short, several factors are considered. See Section 3.27 of the Final EIS.



DEPARTMENT OF VETERANS AFFAIRS
Office of Construction & Facilities Management
Washington DC 20420

10602702-00279R-RDA06

January 13, 2015

Jason Lynch, P.E., Project Supervisor
WisDOT, Southeast Region
141 N.W. Barstow Street
Waukesha, WI 53187

Re: I-94 Expansion and Wood National Cemetery, Milwaukee, WI
Draft EIS dated Nov, 2014; Dept. of Veterans Affairs (VA) Review Comments

Dear Mr. Lynch;

The Department of Veterans Affairs (VA) appreciates the opportunity to review and comment on the Draft Environmental Impact Statement (EIS) regarding the proposed expansion of I-94 in Milwaukee between VA owned property at Wood National Cemetery. Here are VA review comments for the Draft EIS dated November, 2014.

- Wood National Cemetery Noise Categorization

VA does not concur with the portion of the Draft EIS identifying Wood National Cemetery in the noise study as a Category C. As previously noted by VA in formal review comments submitted on June 4, 2014, Wood National Cemetery falls under Category A "Lands on which serenity and quiet are extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose," which specifically describes the Wood National Cemetery and the associated peacefulness and serenity of those national shrine grounds.

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- Adverse Noise Impacts associated with the remaining Alternatives

VA believes that the remaining Alternatives will substantially increase noise levels inside the national cemetery, thereby further increasing the adverse noise that I-94 created when originally constructed through Wood National Cemetery, and requiring mitigation. As previously noted by VA in numerous meetings with WisDOT during 2014, the sound study information that has now been included in the Draft EIS appears to provide a less than complete analysis of the true increased adverse noise impacts that will occur in Wood National Cemetery under any of the remaining Alternatives.

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- Section 4(f) Interaction

VA does not concur with the portions of the Draft EIS concluding that Section 4(f) requirements do not apply. Wood National Cemetery falls under Section 4(f) for impacts related to Historic Properties as well as separately under Park lands open to the public criteria. VA believes that additional 4(f) discussion is needed prior to decisions being made under Section 106 due to the fact that mitigation associated with all of the alternatives may also affect historic characteristics of the site.

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The Draft EIS has failed to document the concerns of VA regarding the adverse impacts this project will have on Wood National Cemetery- impacts of noise and visual aesthetics upon "Lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose".

4

PPR

Response to Department of Veterans Affairs Office of Construction and Facilities Management

1. FHWA's September 26, 2014 letter to the National Cemetery Administration (Appendix D, D-33) states that FHWA and WisDOT identified the historic Wood National Cemetery as an example of a noise Activity Category C of the Noise Abatement Criteria receiver pursuant to 23 CFR 772.(c)(2)(iii) and WisDOT Facilities Development Manual, Chapter 23. Table 1 of 23 CFR 772 specifically identifies cemeteries, parks, and Section 4(f) sites as examples of Activity Category C land use facilities.

FHWA and WisDOT recognize that the mission of the National Cemetery Administration is to operate and maintain national cemeteries as national shrines. The public visit cemeteries to reflect and honor those who have passed on before us and learn about history. While many cemeteries may exude a sense of serenity and quiet, not all cemeteries exist in that sort of environment. It is important to consider the existing setting and conditions (such as existing noise levels) when evaluating a property for consideration as a Category A receiver. In the case of Wood National Cemetery, I-94, constructed in the early 1960s, already divides the cemetery into two sections with little to no buffer between I-94 and the nearest grave sites. Modeled noise levels at representative receivers currently exceed the 57 dBA threshold established for Activity Category A as well as the 67 dBA threshold established for Activity Category C (cemeteries and Section 4(f) properties). Given current conditions at Wood National Cemetery and known examples of Category A receivers such as the Tomb of the Unknown (not the entire Arlington National Cemetery), FHWA has determined that Wood National Cemetery does not meet the criteria for consideration as a Category A receiver.

Category A properties are "lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities are essential if the area is to continue to serve its intended purpose". Modeled existing noise levels in the cemetery ranged from 68 dBA to 78 dBA, exceeding the evaluation criteria for a Category A and a C property. Currently, there is no extraordinary sense of quiet in Wood National Cemetery. Thus, a potential slight increase in noise would not prohibit Wood National Cemetery from continuing to serve its intended purpose.

2. As stated in FHWA's September 26, 2014 letter to the National Cemetery Administration (Appendix D, D-33), FHWA agrees that the noise levels as a result of this project would constitute a noise impact within Wood National Cemetery. Modeled existing noise levels in the cemetery ranged from 68 dBA to 78 dBA, exceeding the noise level evaluation criteria for a Category C property (includes cemeteries and Section 4(f) properties) which is 67 dBA. Projected future noise levels vary between 67 dBA and 74 dBA for the At-grade alternative (preferred alternative). Compared to existing noise levels, this alternative will result in lower noise levels in some areas of the Wood National Cemetery. The Double Deck alternative would have had greater noise impacts than the preferred alternative. The noise analysis completed for the project predicts a continuation of noise impacts.

Response to Department of Veterans Affairs Office of Construction and Facilities Management (continued)

3. As stated in FHWA's September 26, 2014 letter to the National Cemetery Administration, FHWA determined that Wood National Cemetery meets the definition of a Section 4(f) property, and specifically that of a historic site, as defined in our Section 4(f) implementing regulations at 23 CFR 774.17. Wood National Cemetery is a contributing element of the Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District listed on the National Register of Historic Places in 2005 and later designated as a National Historic Landmark in 2011. This is consistent with FHWA's July 2012 Section 4(f) Policy Paper which indicates that cemeteries would only be considered Section 4(f) properties if they are determined to be on or eligible for the National Register as historic sites.

4. In regards to visual impacts, at Wood National Cemetery the At-grade alternative would have an impact of negligible intensity. The At-grade alternative would retain I-94 at close to its current elevation (potentially 3-5 feet higher than existing elevation) as it travels past Wood National Cemetery. Existing views towards I-94 and beyond from the cemetery would essentially remain the same. Views of the surrounding area by motorists on I-94 would change very little. Views from the cemetery would continue to include I-94 with a slight change due to the removal of the Mitchell Boulevard interchange and the Hawley Road entrance and exit ramps to/from the east.

FHWA and WisDOT have committed to building a wall along both the north and south sides of I-94 adjacent to Wood National Cemetery. The height of the walls will be determined during the project's design phase, but will be designed to block views of the freeway from Wood National Cemetery but maintain visual continuity between the two segments of Wood National Cemetery that are divided by the freeway. WisDOT and FHWA have also committed during the design phase to minimize or avoid placing freeway directional signs on I-94 adjacent to Wood National Cemetery, and will strive to keep the elevation of I-94 as close to its current elevation as possible. See Section 3.24, Historic Properties. WisDOT and FHWA will coordinate with the National Cemetery Administration and other consulting parties as to other design features or conditions that may need to be imposed to avoid adverse effects.

VA does not concur with the noise study of the existing and modeled noise impacts to the site as specifically identified in previous comments submitted to WisDOT/FHWA. Those comments include questioning the validity of noise samples from sites that are not representative of the existing conditions due to obstructions (overpass). These noise samples in question were used to validate the noise model. VA requested actual noise samples from the modeled sample locations to verify that they were correct, however this verification did not happen.

VA requested that Wood National Cemetery be classified as noise classification A and not C. VA National Cemetery Administration (NCA) defines all National Cemeteries as National Shrines. For FHWA and WisDOT to indicate that only monasteries, the Tomb of the Unknown Soldier located in Arlington National Cemetery, and Wolf Trap Amphitheater should be considered with more concern (Noise Category A) when evaluating noise levels than that of Wood National Cemetery, where thousands of honored veterans are interred, is not acceptable to VA. The sacrifices made by those honored veterans and their families deserve more than that, and that fact is supported by the NCA mission statement "NCA honors Veterans and their families with final resting places in national shrines and with lasting tributes that commemorate their service and sacrifice to our Nation."

The first sentence in FHWA Item 1 below specifically describes the setting of a National Cemetery, especially when one of the items includes an outdoor prayer area of a facility. Wood National Cemetery performs all of their official ceremonies outdoors, and the same applies to the thousands of visitors who have and will be coming to visit individual gravesites to pay their respects this year and in all future years after the I-94 project has been completed. VA firmly believes that Wood National Cemetery is an example of land on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose.

1. What is a Category A activity?

Activity Category A includes lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose. Some examples of lands that have been identified as Activity Category A recipients include the Tomb of the Unknown Soldier, a monastery, an outdoor prayer area of a facility for nuns, and an amphitheater.

What is a Category C activity?

Activity Category C includes active sport areas, amphitheaters, auditoriums, campgrounds, cemeteries, day care centers, hospitals, libraries, medical facilities, parks, picnic areas, places of worship, playgrounds, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, recreation areas, Section 4(f) sites, schools, television studios, trails, and trail crossings. Each State DOT must adopt standard practices for analyzing these land uses that is consistent and uniformly applied statewide.

Table 5 : 23 CFR, Part 772, Table 1 Noise Abatement Criteria (NAC) Hourly A Weighted Sound Level in Decibels (dBA)

Activity Category	$L_{eq}(h)$	$L_{10}(h)^2$	Analysis Location	Description of Activity Category
A	57	60	Exterior	Lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose.

B ³	67	70	Exterior	Residential.
C ³	67	70	Exterior	Active sport areas, amphitheaters, auditoriums, campgrounds, cemeteries, day care centers, hospitals, libraries, medical facilities, parks, picnic areas, places of worship, playgrounds, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, recreation areas, Section 4(f) sites, schools, television studios, trails, and trail crossings.
D	52	55	Interior	Auditoriums, day care centers, hospitals, libraries, medical facilities, places of worship, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, schools, and television studios.
E	72	75	Exterior	Hotels, motels, offices, restaurants/bars, and other developed lands, properties or activities not included in A–D or F.
F				Agriculture, airports, bus yards, emergency services, industrial, logging, maintenance facilities, manufacturing, mining, rail yards, retail facilities, shipyards, utilities (water resources, water treatment, electrical), and warehousing.
G				Undeveloped lands that are not permitted.

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Regarding portions of the EIS pertaining to Section 4(f), while under FHWA policy they have identified sites to only be characterized and prioritized by one primary use, VA continues to disagree that a National Cemetery cannot fall under the dual uses of both a Park and Cemetery. The Oxford English Dictionary defines a cemetery as a "burial-ground generally; now esp. **a large public park**, or ground laid out expressly for the interment of the dead, and not being the 'yard' of any church. noun: **cemetery**; plural noun: **cemeteries**, a burial ground; a graveyard, graveyard, churchyard, burial ground, burying ground, necropolis, **memorial park/garden**;

Noise walls based on WisDOT and FHWA questioned noise study follows a receptor based feasibility cost analysis, stating that while the noise barrier would reduce impacts associated with noise there are not enough people paying respects based on their statistics to warrant the cost. Veterans Families paying their respects to those fallen soldiers and their family or specifically if a soldier is Killed in Action will be laid to rest in the immediate area of the proposed expansion of the roadway will only count for 2 persons or receptors. This is a National Shrine and should be protected appropriately. Ms. Carol Legard, FHWA liaison stated that this project may be a good opportunity for FHWA and WisDOT to correct some of the initial impacts on the cemetery from noise that were never mitigated for when I-94 was originally constructed thru the national cemetery.

Section 3.23 fails to mention that the prime impacts to Wood National Cemetery would be Noise and Visual Aesthetics impacts.

Under Section 4(f) the EIS states that the "temporary occupancy" level of activity associated with the reconstruction of Zablocki Drive and its approaches do not meet the criteria for exemption under 23 CFR 774.113(d). VA feels that it fails the 774.113(d)2 - Scope of the work

Response to Department of Veterans Affairs Office of Construction and Facilities Management (continued)

5. WisDOT and FHWA have committed to the National Cemetery Administration and others to build walls along the north and south side of I-94 adjacent to Wood National Cemetery. WisDOT and FHWA will work with the National Cemetery Administration and other Section 106 consulting parties to ensure that such a wall could be built without causing an adverse effect on the Soldiers' Home NHL. See Section 3.24 and Section 4 for more information.

6. This is discussed in Section 3.24 of the Draft and Final EIS. Section 3.23 of the Final EIS notes the VA's concern over noise and visual impacts and refers the reader to Section 3.24 and Section 4 for more information.

7. The draft Section 4(f) evaluation in the Draft EIS stated that under the At-grade alternative, the reconstruction of Zablocki Drive would meet the criteria for temporary occupancy and that the Double Deck alternative would be a use as defined 23 CFR 771.17. The final Section 4(f) evaluation in the Final EIS modifies the draft Section 4(f) evaluation by characterizing the At-grade alternative as a *de minimis* impact rather than a temporary occupancy. See Section 4 for more information.

must be minor, *i.e.*, both the nature and the magnitude of the changes to the Section 4(f) property are minimal;

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The EIS also does not evaluate the impacts associated with vibration from the construction of either design. The EIS also does not evaluate the impacts from Highway debris impacting the cemetery with the close proximity. Currently the Cemetery has constructed a debris wall on its own property to protect the gravestones from highway debris to include ice and snow catapulted onto the cemetery property from the existing transportation structure. The two proposed designs could also potentially exacerbate the issue with increased roadway heights and larger surface areas requiring increased snow/ice removal.

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3.24.4 Measures to Mitigate Adverse Historic Property Impacts (pg 3-119) states – “For the Soldiers’ Home NHL and National Register district, several mitigation measures have been discussed. One suggested mitigation measure would be for WisDOT/FHWA to fund improvements within the Soldiers’ Home NHL.” VA notes that this section makes no mention of the request to place noise barriers or increase the height of the safety walls to reduce sound or even utilize the clear walls.

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Wood National Cemetery actively serves the veteran community throughout the year, typically performing over 150+ burials annually along with accommodating many other veteran ceremonial activities, many of which occur at the historical main flagpole assembly area located very close to, and within sound/sight of, Interstate I-94. Based on VA review of the Draft EIS “At Grade” Alternative and “Double Deck All Up/Partial Down” graphic renderings, VA hereby submits the following comments pertaining to those remaining Alternatives;

1. VA does not concur with Draft EIS Page 4-21 “At Grade” Alternative stating “*Because no right-of-way would be acquired and FHWA, in consultation with the agencies with jurisdiction over the Soldiers’ Home NHL, has determined that the At-grade alternative is not an adverse effect on the Soldiers’ Home NHL under Section 106; it is therefore not a use under Section 4(f) as defined by 23 CFR 774.17*”

- a. Widening I-94 to 4 lanes in each direction will increase the existing adverse effect that I-94 currently has on Wood National Cemetery. Noise on the national cemetery grounds will be increased on both the North and South sides of I-94 from current conditions. Additionally the widened I-94 traffic flow will increase the visual adverse effect of the vehicular traffic distraction to cemetery visitors.
- b. The additional noise and visual distraction from the widened I-94 traffic lanes will be dramatically increased in the vicinity of the national cemetery main flagpole area where ceremonial activities typically occur on a regular basis- the main flagpole area serves as a focal point to the veteran community. This increased adverse effect will also be substantially noticeable at many of the cemetery areas that receive high visitation such as the Memorial Marker section, the KIA burial section, and at the park bench seating area of the cemetery currently used by public visitors for solitude and reflection.
- c. The At Grade widening of I-94 with appropriate mitigation efforts could allow visual connectivity and context to be maintained between the North and South sides of the national cemetery grounds. One potential mitigation idea to the increased audio and visual adverse effects of the At Grade Alternative would be placement of sound barrier walls along both sides of the widened I-94 lanes. Barrier walls of appropriate heights have potential to reduce distracting views of the increased vehicular traffic from within the national cemetery, and reduce increased noise levels transmitting into the national cemetery, while still maintaining the visual historical context and connectivity between the North and South sides of the national cemetery.

10

Response to Department of Veterans Affairs Office of Construction and Facilities Management (continued)

8. WisDOT is assessing the potential for vibration impacts to the cemetery. The National Cemetery Administration has stated at Section 106 meetings that the granite and marble headstones are unlikely to experience damage from vibration. WisDOT assessed whether ground-borne vibration could cause the headstones to shift by reviewing other projects around the country that were constructed in close proximity to national cemeteries. No other projects were found to have monitored vibrations on headstones during construction. In March 2015 WisDOT and FHWA proposed to fund a “raise and realignment” of headstones that are not in alignment after construction adjacent to Wood National Cemetery is completed. See Section 3.23, Cemeteries, and Section 3.24, Historic Properties.

9. The walls noted in response 5 would eliminate snow and other debris from the freeway being deposited into the cemetery.

10. The At-grade alternative has been identified as the preferred alternative. The Double Deck alternative was dropped from consideration in part because of its impact on the Soldiers’ Home NHL. The At-grade alternative (preferred alternative) would have No Adverse Effect on the Soldiers’ Home NHL. On April 8, 2015 the National Cemetery Administration indicated that it agrees that the At-grade alternative would not have an adverse effect on the Soldiers’ Home NHL, provided that conditions are imposed to avoid adverse effects. See Appendix E, letter E-8. Pursuant to 23 CFR 774.5(b)(1), FHWA intends to make a Section 4(f) *de minimis* impact determination for the Soldiers’ Home NHL and Soldiers’ Home National Register Historic District based on the written concurrence of SHPO and ACHP in this No Adverse Effect finding.

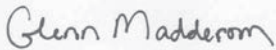
2. VA concurs with Draft EIS Page 4-28 “Double Deck All Up/Partial Down” Alternative stating “FHWA, in consultation with SHPO, National Park Service, Advisory Council on Historic Preservation and other Section 106 consulting parties, has determined that there would be an Adverse Effect from the Double Deck alternative on the Soldiers’ Home NHL, under 36 CFR 800.5 (FHWA 2014).”

- d. The Double Deck All Up/Partial Down alternative will greatly increase the existing adverse effects that I-94 currently imposes onto Wood National Cemetery.
NOISE: Because the existing I-94 lanes currently traverse through a low point valley between the North and South sides of the national cemetery, VA strongly believes that noise levels will be dramatically increased on both the North and South sides of I-94 above current sound conditions as the increased traffic in both directions are raised to higher elevations that are much more visually exposed to the national cemetery grounds.
VISUAL: The existing I-94 lanes currently traverse through a low point valley between the North and South sides of the national cemetery. The Double Deck All Up/Partial Down structure will raise that traffic to higher elevations and greatly increase the amount of visual adverse effect and distraction to national cemetery visitors. Additionally, the I-94 visual imposition will be greatly increased and will have an impact substantially farther back into the national cemetery grounds, adversely affecting a much larger portion of the national cemetery grounds than currently exists today.
- e. The additional noise and visual distraction from the Double Deck All Up/Partial Down alternative will be dramatically increased in vicinity of the national cemetery main flagpole area where ceremonial activities typically occur- the main flagpole area serves as a focal point to the veteran community. The increased adverse effects will also be substantially more noticeable at the surrounding Memorial Marker section, the KIA burial section, the park bench area of the cemetery currently used by public visitors for solitude and reflection, and traversing for several thousand feet farther southward across national cemetery burial sections from where the existing I-94 valley currently exists today.
- f. The Double Deck All Up/Partial Down alternative will eliminate the visual connectivity and context between the North and South sides of the national cemetery grounds. Due to proposed double deck structure elevation and existing cemetery grade issues, leaving the sides of the lower traffic deck open as depicted in the Draft EIS does not necessarily maintain visual connectivity between the North and South sides of the national cemetery, and would most certainly create unacceptable noise and visual traffic distraction adverse effects to the extensive public areas within the national cemetery grounds.
- g. A number of potential mitigation concepts and ideas have potential to reduce sound and visual adverse effects from the Double Deck All Up/Partial Down alternative. For example, solid full wall enclosures of portions of the lower traffic deck in certain areas where it passes E-W through the cemetery, combined with clear panel sound walls in some areas to maintain vehicle views into cemetery, have potential to reduce adverse noise and visual effects on the historic national cemetery grounds. Creation of wider spanning clear panel sound wall view windows in certain areas could also have potential to maintain at least a portion of the visual historical context and connectivity between the North and South sides of the national cemetery. Including extended height sidewalls on the upper deck has potential to mitigate unacceptable views of the elevated vehicular traffic from within extended areas of the national cemetery grounds, while at same time also reducing traffic noise levels.

In summary conclusion, the “Double Deck All Up/Partial Down” Alternative for I-94 without inclusion of appropriate engineered noise and visual mitigations will not be acceptable to VA due to the increased adverse effects that Alternative will cause on the historic grounds of Wood National Cemetery. Likewise, the “At Grade” Alternative widening of I-94 without inclusion of appropriate engineered noise and visual mitigation measures will not be acceptable to VA due to the increased adverse effects that Alternative will cause on the historical grounds of Wood National Cemetery.

VA appreciates the opportunity to provide review comments for this Draft EIS, and looks forward to continued dialogue on this potential project.

Sincerely,



Glenn Madderom
Chief, Cemetery Development & Improvement Service
VA National Cemetery Administration

Cc: Ms. Dobra Payant, WisDOT
Ms. Bethaney Bacher-Gresock, DOT
Michele Curran, NPS
Daina Penkiunas, WHS
Kimberly Cook, WHS
Chip Brown, WHS

From: Madderom, Glenn [<mailto:Glenn.Madderom@va.gov>]

Sent: Wednesday, April 08, 2015 2:07 PM

To: Payant, Dobra - DOT

Cc: Bacher-Gresock, Bethaney; Webb, Charlie; Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.

Subject: RE: Summary of 3/10/15 Discussion with FHWA & WisDOT re. I-94 East-West Corridor Study

Ms. Payant;

NCA requests to continue to be involved in the Section 106 consultation process when design decisions are made in the future, specifically regarding:

1. The roadway elevation through Wood National Cemetery. NCA is concerned that the elevated “At Grade Alternative” freeway (from 3 to 5 feet above the existing elevation) will cause an unacceptable increase in visually distracting vehicular traffic and associated traffic noise levels on the parts of the Wood National Cemetery located on both the north and south sides of the freeway.
2. The height and appearance of a wall to reduce the freeway and vehicular traffic visual, noise and road debris intrusion on both the north and south sides of the freeway.

NCA agrees that the At-grade alternative will result in a determination of No Adverse Effect, provided that conditions are imposed to avoid adverse effects in accordance with CFR 800.5(b) and CFR 800.5(b) and stipulated in a Programmatic Agreement. The Programmatic Agreement will include plans for design review milestones through Wood National Cemetery, to include the review and approval of the height and appearance of the wall on both the north and south sides of the freeway, as well as other stipulations designed to avoid adverse effects to include visual, noise, and conveyance of road debris on the Wood National Cemetery historic properties.

Glenn

Glenn Madderom
Chief, Cemetery Development & Improvement Service
National Cemetery Administration
575 N. Pennsylvania St. Room 495
Indianapolis, IN 46204
Phone; 317-916-3797
Cell; 317-409-1634

Response to Department of Veterans Affairs Office of Construction and Facilities Management

1. WisDOT and FHWA will continue consultation with the VA's National Cemetery Administration and other consulting parties during the project's design phase to minimize the height increase of I-94 and on the height and appearance of a wall on the south side of I-94 adjacent to Wood National Cemetery. An existing wooden fence on the north side of I-94 adjacent to I-94 will also be replaced. A Programmatic Agreement will document the process for National Cemetery Administration and other consulting parties' review of design plans related to these and other design elements. WisDOT and FHWA will maintain responsibility for approving the plans.

From: Chris Daniel [mailto:cdaniel@achp.gov]
Sent: Friday, January 09, 2015 12:45 PM
To: Payant, Dobra - DOT; 'Sean.Baumgartner@va.gov'; 'mmccully@milwaukeehistory.net'
Cc: Webb, Charlie/MKE; Goldsworthy, Benjamin/MKE; Kaurich, Tracy A - DOT (DTSD Consultant); Treazise, Michael - DOT; Lynch, Jason - DOT
Subject: RE: EIS Comments Deadline_ I-94 East-West Corridor Study in Milwaukee, WI - update

Dobra,

Thank you for forwarding the email. I will not be providing comments on the EIS as I am not the primary reviewer at the ACHP for this case. Please continue to keep me on all correspondence.

Sincerely,

Christopher Daniel
Program Analyst, Department of Veterans Affairs Liaison

Advisory Council on Historic Preservation
401 F Street NW, Suite 308
Washington DC 20001-2637
(o) 202.517.0223 (m) 202.280.9076
cdaniel@achp.gov

New ACHP Guidance on Agreement Documents now available at:
<http://www.achp.gov/agreementdocguidance.html>

Department of Veterans Affairs Advisory Council on Historic Preservation

1. Comment acknowledged.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

10602702-00315R-RDA25

JAN 16 2015

REPLY TO THE ATTENTION OF

E-19J

George Poirier
Division Administrator
Federal Highway Administration
525 Junction Road, Suite 8000
Madison, Wisconsin 53717

Re: Draft Environmental Impact Statement for the I-94 East-West Corridor from 70th Street to 16th Street, Milwaukee County, Wisconsin – CEQ #20140326

Dear Mr. Poirier:

The U.S. Environmental Protection Agency has reviewed the Draft Environmental Impact Statement (EIS) for the I-94 East-West Corridor from 70th Street to 16th Street in Milwaukee County, Wisconsin as provided by the Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The corridor is divided into East and West segments, with two alternatives for each segment, resulting in four combined alternative scenarios, in addition to the No Build. Within each alternative, there are further alternatives for the Hawley Road interchange and vertical positioning of the double deck section. The Build Alternatives are:

- West Segment (70th Street to Stadium Interchange):
 - At-Grade: Add a 4th lane in each direction, with either no Hawley Road interchange or a half-interchange, and narrow lanes/shoulders through the cemetery area.
 - Double Deck: Add a 4th lane in each direction, with a Hawley Road interchange and double deck, either all up or partially down, through the cemetery area.
- East Segment (Stadium Interchange):
 - On-alignment: Add a 4th lane in each direction with a modified single-point interchange at the Stadium Interchange and remaining nearly on-alignment east of 32nd Street.
 - Off-alignment: Add a 4th lane in each direction with a modified single-point interchange at the Stadium Interchange and an off-alignment segment east of 32nd Street.

EPA has previously concurred with the purpose and need and the range of alternatives. A preferred alternative will be identified in the Final EIS.

EPA commends WisDOT and FHWA for the use of excellent explanatory diagrams, such as the diagrams of auxiliary lanes and collector-distributor roads (page 2-8) and Bridge Terminology (Exhibit 1-7). The addition of these diagrams greatly improves reviewer comprehension, particularly for those unfamiliar with transportation-related terms.

Based on EPA's review, we rate the document **LO - Lack of Objections**. However, we recommend the following issues be clarified in the Final EIS and, for some issues, mitigation measures be committed to in the Record of Decision (ROD). Our Summary of Ratings Definitions is enclosed.

Environmental Justice

The Draft EIS concludes there would be no disproportionately high and adverse impacts to communities with environmental justice (EJ) concerns. As part of this analysis, WisDOT and FHWA considered freeway accessibility to and from the neighborhoods adjacent to the Hawley Road interchange. EPA notes the statistics provided by the Mayor of West Allis in the June 26, 2014 letter (Appendix D, D-76), which indicate that ramps for 68th/70th Street exit would experience a disproportionately high amount of traffic. The Draft EIS does not include information on how many additional vehicles would use other interchanges (68th/70th Street and Stadium) if the Hawley Road interchange is either fully or partially closed.

Recommendation: The Final EIS should include actual anticipated traffic volume at 68th/70th Street and Stadium interchanges, other interchanges, and the adjacent arterial road network if the Hawley Road interchange is either fully or partially closed.

The West Allis letter further states that local access to and from the freeway from neighborhoods adjacent to Hawley Road is already impacted. This impact would be amplified if the Hawley Road interchange is closed because one less freeway access point would be available to the members of West Allis, likely resulting in increased diverted traffic on local roads. Other than to note that there are other exits within one mile, the Draft EIS does not clarify how the closure of the Hawley Road exit would impact adjacent communities. Will the Hawley Road interchange closure have a disproportionately high and adverse impact to adjacent communities? How will that action affect level of service for drivers moving through the area/

Recommendation: The Final EIS should clarify how either full or partial closure of the Hawley Road interchange will impact communities adjacent to the interchange. These communities appear to receive the burden of diminished access to the freeway and its associated impacts, without any of the benefits that through-drivers will receive.

Visual and Aesthetics

EPA commends WisDOT and FHWA for developing a community-sensitive design (CSD) committee and for identifying CSD measures that will minimize the visual impact of the double-deck alternative. Potential mitigation measures are discussed on page 3-66.

Recommendation: Upon selection of the preferred alternative, mitigation measures should be incorporated into the Final EIS, and committed to in the ROD, including any

Response to USEPA

1. WisDOT's traffic analysis concluded that the entrance and exit ramps at 68th and 70th Streets will operate at level of service B and C—which is within the acceptable range as defined by the purpose and need criteria—even with the access change at the Hawley Road interchange. Sections 3.3.2.3 has been updated to note that with the removal of access to and from the east at the Hawley Road interchange with the preferred alternative, more traffic would be anticipated at the 68th Street/70th Street interchange. Traffic would increase along 70th Street, but generally would not increase along 68th Street due to the half interchange at Hawley Road. This interchange would operate at level of service D or better during the peak hour in the project's design year (2040). The ramps will be designed to efficiently carry this additional traffic.

2. WisDOT and FHWA have determined that the At-grade alternative with a half interchange will not have disproportionately high and adverse impact to low-income or minority residents. See Section 3.9 of the Final EIS.

About 76 percent of all drivers on this segment of I-94 during peak hours enter or exit the freeway within the study limits (see Section 3.8.1). The freeway is not used just for commuters between downtown Milwaukee and Waukesha County. WisDOT will build a local street connection (Washington Street) and improve three local road intersections in the study area to mitigate the partial loss of freeway access at the Hawley Road interchange. The next closest interchange is 68th/70th Street, which is one-half mile west of Hawley Road.

WisDOT assessed the economic impact of completely removing the Hawley Road interchange with I-94. The Hawley Road interchange economic analysis (located on the CD at the back of the document) assessed a complete closure of the interchange, whereas half of the interchange would remain open under the preferred alternative. Therefore, the economic impacts would likely be less than documented in the analysis. The analysis found that completely removing the Hawley Road interchange would result in a loss of up to seven jobs and reduce the County's \$52 billion gross regional product by less than a million dollars. The planned half interchange would likely have less economic impact than closing the whole interchange. The results of the analysis are summarized in Section 3.6.3.2 of the Final EIS and the analysis is on the CD at the back of the Final EIS.

3. The Double Deck alternative was not identified as the preferred alternative, in part because of its visual impact. As part of the 2015-2017 State of Wisconsin budget, funding is no longer available for CSD efforts; however, there will be continued consultation regarding visual and aesthetic impacts. See Section 3.10.4 for information about measures to minimize visual impacts.

planned post-ROD coordination efforts with community stakeholders and cemetery officials.

3

Utility Impacts

The Draft EIS states, "...the possibility that the northern row of transmissions towers would need to be moved north from their current locations, which would require easements from property owners along the transmission-line corridor." (Section 3.4.2.2, page 3-21). The Draft EIS does not explain under what circumstances the northern row of transmission towers would need to be moved and whether this is related to the I-94 project activities.

4

Recommendation: If the circumstances under which the northern row would be moved are related to the proposed project activities, potential impacts associated with the tower relocations should be disclosed in the Final EIS. Resultant mitigation should also be identified.

Surface Water

EPA commends WisDOT and FHWA's inclusion of Exhibit 3-26 and discussion on page 3-72 of stormwater best management practices (BMPs). For example, reconstruction of the Stadium Interchange requires some reconfiguration of Miller Stadium's parking facilities. This is an opportunity for additional parking areas to be constructed using pervious pavement.

Recommendation: EPA recommends stormwater BMPs be implemented where possible as discussed on page 3-73. We also recommend permeable pavement or other green infrastructure be used where changes to existing impermeable pavement are proposed. Because of the increase in impervious surfaces in each of the Build Alternatives, the Final EIS should identify additional methods and areas to increase infiltration. For example, we recommend that new parking areas at Miller Stadium use permeable pavement. Any mitigation measures should be included in the Final EIS and committed to in the ROD.

5

Diesel Emissions

While EPA recognizes that project area is an attainment area for five of six criteria pollutants and maintenance for PM_{2.5}, we expect construction equipment used to emit diesel emissions. The National Institute for Occupational Safety and Health (NIOSH) has determined that diesel exhaust is a potential occupational carcinogen, based on a combination of chemical, genotoxicity, and carcinogenicity data. In addition, acute exposures to diesel exhaust have been linked to health problems such as eye and nose irritation, headaches, nausea, asthma, and other respiratory system issues. These exposures will likely be more pronounced in this highly urbanized project areas, especially since traffic congestion is expected to increase on I-94 and the adjacent network during construction.

6

Recommendations: Although every construction site is unique, common actions can reduce exposure to diesel exhaust. EPA recommends that FHWA and WisDOT commit to the following actions during construction in the Final EIS and license:

Response to USEPA (continued)

4. The northern row of transmission towers will not move under the At-grade alternative.

5. WisDOT will implement stormwater BMPs where possible. WisDOT and the Southeast Wisconsin Professional Baseball District have conceptually discussed the use of permeable pavement in the areas of Miller Park parking that would need to be reconstructed as a result of the project. Both agencies have agreed to consider permeable pavement in more detail during design. The Record of Decision will document stormwater management plans that have been finalized; however, most of the stormwater management design will occur after the Record of Decision is approved.

- Using low-sulfur diesel fuel (15 parts per million sulfur maximum) in construction vehicles and equipment.
- Retrofitting engines with an exhaust filtration device to capture diesel particulate matter before it enters the construction site.
- Positioning the exhaust pipe so that diesel fumes are directed away from the operator and nearby workers, thereby reducing the fume concentration to which personnel are exposed.
- Using catalytic converters to reduce carbon monoxide, aldehydes, and hydrocarbons in diesel fumes. These devices must be used with low sulfur fuels.
- Ventilating wherever diesel equipment operates indoors. Roof vents, open doors and windows, roof fans, or other mechanical systems help move fresh air through work areas. As buildings under construction are gradually enclosed, remember that fumes from diesel equipment operating indoors can build up to dangerous levels without adequate ventilation.
- Attaching a hose to the tailpipe of diesel vehicles running indoors and exhaust the fumes outside, where they cannot re-enter the workplace. Inspect hoses regularly for defects and damage.
- Using enclosed, climate-controlled cabs pressurized and equipped with high efficiency particulate air (HEPA) filters to reduce the operators' exposure to diesel fumes. Pressurization ensures that air moves from inside to outside. HEPA filters ensure that any incoming air is filtered first.
- Regularly maintaining diesel engines, which is essential to keep exhaust emissions low. Follow the manufacturer's recommended maintenance schedule and procedures. Smoke color can signal the need for maintenance. For example, blue/black smoke indicates that an engine requires servicing or tuning.
- Reducing exposure through work practices and training, such as turning off engines when vehicles are stopped for more than a few minutes, training diesel-equipment operators to perform routine inspection, and maintaining filtration devices.
- Purchasing new vehicles that are equipped with the most advanced emission control systems available.
- Using electric starting aids such as block heaters with older vehicles to warm the engine reduces diesel emissions.
- Using respirators, which are only an interim measure to control exposure to diesel emissions. In most cases, an N95 respirator is adequate. Workers must be trained and fit-tested before they wear respirators. Depending on work being conducted, and if oil is present, concentrations of particulates present will determine the efficiency and type of mask and respirator. Personnel familiar with the selection, care, and use of respirators must perform the fit testing. Respirators must bear a NIOSH approval number. Never use paper masks or surgical masks without NIOSH approval numbers.

Response to USEPA (continued)

6. Subsection 3.27.4.3 acknowledges EPA's suggestions and that WisDOT will coordinate with WDNR to consider additional measures that may be appropriate to include in contract specifications.

Thank you in advance for your consideration of our comments. We look forward to reviewing the Final EIS and Record of Decision. We also anticipate responding to the final concurrence point (preferred alternative) under the NEPA/Clean Water Act Section 404 merger process once a preferred alternative is proposed. If you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at 312-353-2087 or poole.elizabeth@epa.gov.

Sincerely,



Kenneth A. Westlake
Chief, NEPA Implementation Section
Office of Enforcement and Compliance Assurance

Enclosure: Summary of Ratings Definitions

cc (via email): Bethaney Bacher-Gresock, Federal Highway Administration
Anthony Jernigan, U.S. Army Corps of Engineers
Jill Utrup, U.S. Fish and Wildlife Service
Bill Jankowski, Department of Veterans Affairs
Michele Curran, National Park Service
Dobra Payant, Wisconsin Department of Transportation
Michael Thompson, Wisconsin Department of Natural Resources
Jim Draeger, Wisconsin Historical Society

SUMMARY OF RATING DEFINITIONS AND FOLLOW UP ACTION

Environmental Impact of the Action

LO-Lack of Objections

The EPA review has not identified any potential environmental impacts requiring substantive changes to the proposal. The review may have disclosed opportunities for application of mitigation measures that could be accomplished with no more than minor changes to the proposal.

EC-Environmental Concerns

The EPA review has identified environmental impacts that should be avoided in order to fully protect the environment. Corrective measures may require changes to the preferred alternative or application of mitigation measures that can reduce the environmental impacts. EPA would like to work with the lead agency to reduce these impacts.

EO-Environmental Objections

The EPA review has identified significant environmental impacts that must be avoided in order to provide adequate protection for the environment. Corrective measures may require substantial changes to the preferred alternative or consideration of some other project alternative (including the no action alternative or a new alternative). EPA intends to work with the lead agency to reduce these impacts.

EU-Environmentally Unsatisfactory

The EPA review has identified adverse environmental impacts that are of sufficient magnitude that they are unsatisfactory from the standpoint of public health or welfare or environmental quality. EPA intends to work with the lead agency to reduce these impacts. If the potential unsatisfactory impacts are not corrected at the final EIS site, this proposal will be recommended for referral to the CEQ.

Adequacy of the Impact Statement

Category 1-Adequate

The EPA believes the draft EIS adequately sets forth the environmental impact(s) of the preferred alternative and those of the alternatives reasonably available to the project or action. No further analysis or data collecting is necessary, but the reviewer may suggest the addition of clarifying language or information.

Category 2-Insufficient Information

The draft EIS does not contain sufficient information for the EPA to fully assess the environmental impacts that should be avoided in order to fully protect the environment, or the EPA reviewer has identified new reasonably available alternatives that are within the spectrum of alternatives analyzed in the draft EIS, which could reduce the environmental impacts of the action. The identified additional information, data, analyses, or discussion should be included in the final EIS.

Category 3-Inadequate

EPA does not believe that the draft EIS adequately assesses potentially significant environmental impacts of the action, or the EPA reviewer has identified new, reasonably available alternatives that are outside of the spectrum of alternatives analyzed in the draft EIS, which should be analyzed in order to reduce the potentially significant environmental impacts. EPA believes that the identified additional information, data analyses, or discussions are of such a magnitude that they should have full public review at a draft stage. EPA does not believe that the draft EIS is adequate for the purposes of the NEPA and/or Section 309 review, and thus should be formally revised and made available for public comment in a supplemental or revised draft EIS. On the basis of the potential significant impacts involved, this proposal could be a candidate for referral to the CEQ.

*From EPA Manual 1640 Policy and Procedures for the Review of the Federal Actions Impacting the Environment



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

MAR 17 2015

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock
Federal Highway Administration – Wisconsin
525 Junction Road, Suite 8000
Madison, Wisconsin 57313

Re: Concurrence Point 3 – Selection of the Preferred Alternative for I-94 East-West Corridor (70th Street to 16th Street) Project, Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The U.S. Environmental Protection Agency has reviewed the technical memorandum dated February 16, 2015 regarding the selection of the preferred alternative for the above-mentioned project prepared by the Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT).

EPA has previously concurred with points 1 (purpose and need) and 2 (alternatives carried forward) and provided comments on the Draft Environmental Impact Statement (EIS). In the Draft EIS, FHWA and WisDOT analyzed the potential environmental impacts to on- and off-alignment alternatives in the east segment and at-grade and double deck alternatives in the west segment, including either a partial or eliminated Hawley Road interchange. We rated the Draft EIS as LO (Lack of Objections), but had comments on impacts to communities living with environmental justice concerns, surface water, and air quality.

EPA concurs with the selection of the "On-Alignment" alternative for the east segment and the "At-Grade" alternative, including the partial interchange at Hawley Road, for the west segment. At this time, EPA has no additional comments. However, we look forward to reviewing and providing comments on the Final EIS.

Thank you in advance for your continued cooperation. If you have any questions and require further clarification, please contact me or Elizabeth Poole of my staff at poole.elizabeth@epa.gov or 312-353-2087.

1

Sincerely,



Kenneth A. Westlake
Chief, NEPA Implementation Section
Office of Enforcement and Compliance Assurance

cc: Dobra Payant, Wisconsin Department of Transportation
Mike Thompson, Wisconsin Department of Natural Resources
Charlie Webb, CH2M Hill
Anthony Jernigan, U.S. Army Corps of Engineers
Michele Curran, National Park Service
Bill Jankowski, Department of Veterans Affairs
Jim Draeger, Wisconsin Historical Society

- ✓ Prepare the FS in accordance with PWS cited references.
- ✓ Obtain government acceptance of the document.
- ✓ Incorporate comments from EM-CX.
- ✓ Develop cost effective alternatives in accordance with CERCLA and the National Contingency Plan.

Response to USEPA

1. Comment acknowledged.

From: Leslie, Michael <leslie.michael@epa.gov>
Sent: Monday, June 01, 2015 4:48 PM
To: Trainer, Patricia - DOT
Cc: McComb, Dwight
Subject: RE: updated Addendum to PM2.5 White Paper

I concur with the addendum.

Michael Leslie, P.E.
U.S. EPA - Region 5 (AR-18J)
77 W. Jackson Blvd.
Chicago, IL 60604
Phone: (312) 353-6680
Fax: (312) 408-2266

From: Trainer, Patricia - DOT [mailto:Patricia.Trainer@dot.wi.gov]
Sent: Monday, June 01, 2015 3:29 PM
To: 'Dwight McComb (E-mail)'; Leslie, Michael; 'Chris R. Bertch'
Cc: Trainer, Patricia - DOT
Subject: FW: updated Addendum to PM2.5 White Paper
Importance: High

Greetings –

Attached please find the addendum to the PM2.5 white paper prepared as part of the Interagency Consultation process for determining whether the proposed I-94 project is a project of local air quality concern. If you have questions or concerns with the addendum please let me know as soon as possible.

Please provide either your concerns or your concurrence with the conclusion that the I-94 project is not a project of local air quality concern to me by the close of business this Friday, June 5, 2015.

Thank you for your continued participation.

Pat

From: dwight.mccomb@dot.gov [mailto:dwight.mccomb@dot.gov]
Sent: Thursday, June 25, 2015 3:59 PM
To: Patricia.Trainer@dot.wi.gov
Cc: leslie.michael@epa.gov; christopher.bertch@dot.gov; Michael.Friedlander@wisconsin.gov; Jay.Waldschmidt@dot.wi.gov; Dobra.Payant@dot.wi.gov; Webb, Charlie/MKE; JJAECKEL@HNTB.com; Goldsworthy, Benjamin/MKE; Rebecca.Burkel@dot.wi.gov; Tracey.Blankenship@dot.gov; Bethaney.Bacher-Gresock@dot.gov; CHIEBERT@SEWRPC.org
Subject: RE: Addendum to I-94 Pm 2.5 White Paper

FHWA concurs with USEPA, FTA and WDNR in an interagency determination that the preferred alternative defined in the FEIS for the I-94 East-West Corridor Project is not a project of local air quality concern for purposes of project level transportation conformity. The June 15, 2015 addendum accounts for significant design features that were not established at the time of the white paper and preliminary determination and demonstrates that these features will not result in changes to traffic or operations that would impact PM2.5 emissions.

Dwight McComb
Systems Planning & Performance Manager
FHWA Wisconsin Division
525 Junction Rd, Suite 8000
Madison, WI 53717
608.829.7518

From: Trainer, Patricia - DOT [mailto:Patricia.Trainer@dot.wi.gov]
Sent: Monday, June 22, 2015 8:12 AM
To: McComb, Dwight (FHWA)
Cc: Michael Leslie (leslie.michael@epa.gov); Bertch, Christopher (FTA); Friedlander, Michael - DNR; Trainer, Patricia - DOT; Waldschmidt, Jay - DOT; Payant, Dobra - DOT; 'Charlie.Webb@CH2M.com'; John Jaeckel; Goldsworthy, Benjamin; Burkel, Rebecca - DOT
Subject: FW: Addendum to I-94 Pm 2.5 White Paper
Importance: High

Dwight –

Attached please find the final version of the addendum to the I-94 PM2.5 whitepaper. As discussed at the April 9, 2015 Interagency Transportation Conformity Workgroup meeting, the I-94 project is now in the Final Environmental Impact phase and a preferred alternative has been selected. As follow up to the 2013 preliminary determination that the I-94 capacity expansion project is “not a project of air quality concern”, an addendum to the PM2.5 whitepaper was prepared. This addendum addresses what project elements have changed for the preferred alternative, and whether

these changes result in any changes to the determination that the project is “not a project of air quality concern”. The major points contained in the addendum and discussed by the conformity workgroup are:

- The major difference noted is that the Hawley Road interchange will be converted from full interchange to ½ interchange. The Mitchell Blvd. interchange will be moved from the current location and will be within Stadium Interchange. .
- The preferred alternative will not change projected AADT or truck percentages.
- WisDOT has surveyed West Allis officials regarding potential for increased truck traffic and employment impact. Within ½ mile corridor estimate 7 lost jobs, no truck traffic increase.
- WisDOT has committed to new roadway, Washington Street extension, to reduce out of the way trips, as a result of Hawley Road converting from full to ½ interchange, new roadway is in West Allis comprehensive plans.
- No new sensitive receptors identified.

This addendum was reviewed by US EPA, FTA and WDNR as part of the Interagency Consultation Process. Their responses after review of the addendum, and the addendum are attached.

WisDOT requests FHWA’s review of the addendum and accompanying materials along with your agency’s concurrence that the preferred alternative contained in the FEIS is “not a project of air quality concern”.

If you have questions or need additional information, please let me know.

Patricia M. Trainer
Bureau of Technical Services
608-264-7330
patricia.trainer@dot.wi.gov

..... _~o
..... -\<
.....()/()

Put the Mettle to the Pedal!!!!

From: christopher.bertch@dot.gov
Sent: Tuesday, June 02, 2015 1:09 PM
To: Trainer, Patricia - DOT
Subject: RE: updated Addendum to PM2.5 White Paper

Hi Patricia,

Thanks for providing this. FTA concurs that the I-94 project is not a project of local air quality concern.

Regards,
Chris

Chris R. Bertch, AICP
Federal Transit Administration | Region V
200 West Adams #320 | Chicago IL 60606
312.353.3853

From: Trainer, Patricia - DOT [mailto:Patricia.Trainer@dot.wi.gov]
Sent: Monday, June 01, 2015 3:29 PM
To: McComb, Dwight (FHWA); Michael Leslie (leslie.michael@epa.gov); Bertch, Christopher (FTA)
Cc: Trainer, Patricia - DOT
Subject: FW: updated Addendum to PM2.5 White Paper
Importance: High

Greetings –

Attached please find the addendum to the PM2.5 white paper prepared as part of the Interagency Consultation process for determining whether the proposed I-94 project is a project of local air quality concern. If you have questions or concerns with the addendum please let me know as soon as possible.

Please provide either your concerns or your concurrence with the conclusion that the I-94 project is not a project of local air quality concern to me by the close of business this Friday, June 5, 2015.

Thank you for your continued participation.

Pat



January 27, 2015

Mr. Jason Lynch
Wisconsin Department of Transportation
PO Box 798
Waukesha WI 53187-0798

Dear Mr. Lynch:

Thank you for the opportunity to comment on the I-94, East-West (70th St. to 16th St.), Milwaukee, Draft Environmental Impact Statement. The alternatives being considered would reconstruct the freeway to modern design and safety standards with eight-lane capacity expansion. The Department is committed to collaboration to assist transportation planning, protect public health, and conserve resources that support a sustainable high quality of life and offers the following Air, Water, and Trail comments.

Air

Provide Section 3.20 *Air Quality* readers a link to the health impacts discussion in Section 3.9.4.2 *Identification of Disproportionately High and Adverse Effects on Environmental Justice Populations*. Expand the discussion of air pollutant particulate matter less than 2.5 microns in diameter (PM 2.5) health impacts.

1

Discuss the proposed update to Ground-Level Ozone standards. On November 25, 2014, the Environmental Protection Agency (USEPA) proposed to revise the 8-hour National Ambient Air Quality Standards (NAAQS) for ground-level ozone within a range of 65 to 70 parts per billion (ppb), but is taking comment on a range from 60 to 75 ppb. The public comment period ends on March 17, 2015. USEPA is under a court-ordered deadline to finalize a revised standard by October 1, 2015.

2

Water

Describe how stormwater quality and drainage will be coordinated with adjacent communities and the Milwaukee Metropolitan Sewerage District. The Department acknowledges TRANS 401 *Construction Site Erosion Control and Storm Water Management Procedures for Department of Transportation Actions* standards.

3

Trail

The Hank Aaron State Trail is an important multi-modal facility. The 32nd St. and 64th St. underpasses provide Trail connections to neighborhoods north of I-94 and should be maintained. Evaluate opportunities to improve Trail connections along 44th St. and Zablocki Dr. or General Mitchell Blvd. to Doyne Park. Consider cross walk improvements on Bluemound Ave., Wisconsin Ave, and Wells St., as well as other opportunities to make safe biking connections to neighborhoods to the north

4

Response to WDNR

1. Section 3.20.2.3 now has a reference to Section 3.8.1.9. Additional information about PM2.5 has been added to Section 3.20.1.
2. On October 26, 2015, USEPA revised the 8-hour NAAQS for ground-level ozone to 70 parts per billion (ppb). See Section 3.20 for more information.
3. WisDOT will work with communities and MMSD during the project's design phase to address stormwater management both from a water quality and water quantity standpoint. WisDOT will further assess the water quality and quantity management options during the design phase. WisDOT will comply with Wisconsin Administrative Code TRANS 401 and WisDOT's *Memorandum of Understanding on Erosion Control and Stormwater Management* with WDNR. WisDOT will engage in further discussions with WDNR, MMSD and other partner communities during design to identify additional stormwater management measures that may be cost-effective to implement, consistent with WisDOT's stormwater management policies.
4. 32nd Street and 64th Street will remain open under I-94. WisDOT will coordinate with DNR and the City of Milwaukee on potential bicycle/pedestrian enhancements along 44th Street, which would be reconstructed in the vicinity of I-94 as part of this project. WisDOT will also evaluate additional ways to enhance bicycle and pedestrian connections during the project's design phase. Crosswalk improvements along Bluemound Road, Wisconsin Avenue and Wells Street (as well as National Avenue and Greenfield Avenue) will be considered as the Traffic Management Plan is developed during the project's design phase.

Based on design completed to date, WisDOT intends to comply with *The United States Department of Transportation Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations* (U.S. DOT, 2010) and *FHWA Guidance: Bicycle and Pedestrian Provisions of Federal Transportation Legislation* (FHWA 2015), where possible. Existing pedestrian and bicycle accommodations along the study corridor would remain or be improved under the preferred alternative. There would be no bicycle accommodations on 69th Street and Zablocki Drive (traffic volumes are low enough that requirements/guidance does not apply) and the new north frontage road along the north side of I-94 between Yount Drive and Mitchell Boulevard. This segment is already served by an off-road bike/pedestrian path that will remain in place and parallel the new frontage road. There will be no pedestrian accommodations along N. 46th Street and Selig drive around Miller Park in order to concentrate pedestrians to controlled locations.

Thanks again for the opportunity to comment. Please contact me by telephone (414) 303-3408 or email MichaelC.Thompson@Wisconsin.gov if I can provide further assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael C. Thompson", with a stylized flourish at the end.

Michael C. Thompson
Environmental Analysis Team Supervisor
(414) 303-3408

Cc: Anthony Jernigan, USACE
Michael Leslie, USEPA
Elizabeth Poole, USEPA
Dave Bizot, DNR
Ben Benninghoff, DNR
Melissa Cook, DNR



March 25, 2015

Ms. Dobrogniewa (Dobra) S. Payant, P.E.
WisDOT SE Region
I-94 East-West Study Team
141 NW Barstow Street
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to comment on the Wisconsin Department of Transportation's (DOT) Corridor Study for Reconstruction of I-94, 70th St. to 16th St., Milwaukee. DOT has identified eight-lane capacity expansion with the "At-Grade" alternative and half interchange at Hawley Road in the west segment and the "On-Alignment" alternative in the east segment as the preferred alternative.

The Department of Natural Resources concurs with the preferred alternative and looks forward to reviewing the Final Environmental Impact Statement.

Please contact me by telephone (414) 303-3408 or email MichaelC.Thompson@Wisconsin.gov if I can provide further assistance.

Sincerely,

Michael C. Thompson
Environmental Analysis Team Supervisor
(414) 303-3408

Cc: Anthony Jernigan, USACE
Michael Leslie, USEPA
Elizabeth Poole, USEPA
Dave Bizot, DNR
Ben Benninghoff, DNR
Melissa Cook, DNR

1

Response to WDNR

1. Comment acknowledged.

From: Friedlander, Michael - DNR <Michael.Friedlander@wisconsin.gov>
Sent: Wednesday, May 13, 2015 3:16 PM
To: Trainer, Patricia - DOT; McComb, Dwight; Michael Leslie (leslie.michael@epa.gov); Bovee, Christopher P - DNR; Bizot, David A - DNR
Cc: Payant, Dobra - DOT; Goldsworthy, Benjamin/MKE; JJaeckel@HNTB.com; Webb, Charlie/MKE; Waldschmidt, Jay - DOT; Glaze, John - DOT; Hiebert, Christopher; Burkel, Rebecca - DOT; Thompson, Michael C - DNR
Subject: RE: updated Addendum to PM2.5 White Paper

Pat – WDNR has completed our review of the addendum to the PM 2.5 White paper prepared for the proposed I-94 project.

The changes are consistent with the requests made during the last Transportation Conformity Work Group meeting.

Thanks for the continued effort to collaborate between the agencies.

All the best,

Mike

We are committed to service excellence.

Visit our survey at <http://dnr.wi.gov/customersurvey> to evaluate how I did.

Mike Friedlander

Phone: 608-267-0806

Michael.friedlander@wisconsin.gov

From: Trainer, Patricia - DOT
Sent: Friday, May 08, 2015 2:50 PM
To: McComb, Dwight; Michael Leslie (leslie.michael@epa.gov); Bovee, Christopher P - DNR; Bizot, David A - DNR
Cc: Payant, Dobra - DOT; Goldsworthy, Benjamin; JJaeckel@HNTB.com; 'Charlie.Webb@CH2M.com'; Waldschmidt, Jay - DOT; Glaze, John - DOT; Hiebert, Christopher; Friedlander, Michael - DNR; Burkel, Rebecca - DOT
Subject: RE: updated Addendum to PM2.5 White Paper

Greetings – attached please find the addendum to the PM 2.5 White Paper prepared for the proposed I-94 project.

As you will recall, the federal agencies provisionally concurred with WDNR/WisDOT's conclusion in the paper that the I-94 project would not be a project of local air quality concern for purposes of project level transportation conformity. The project has progressed through the NEPA process and a preferred alternative has been chosen. We are asking that you review this addendum to the PM2.5 White Paper, which reflects the data and analysis associated with the preferred alternative.

Please review the addendum and provide your concurrence with the conclusion that the I-94 project is not a project of local air quality concern to me on or before May 22, 2015. If you have questions or concerns with the addendum please let me know as soon as possible.

Thank you all for your continued participation and assistance in working through the process.

Regards,

Pat

Patricia M. Trainer
Bureau of Technical Services
608-264-7330
patricia.trainer@dot.wi.gov

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Put the Mettle to the Pedal!!!!



Wisconsin Department of Transportation
Division of Transportation System Development
Southeast Regional Office
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-mail: ser.dtsd@dot.wi.gov

March 31, 2015

MR. JOHN DARGLE
DIRECTOR
MILWAUKEE COUNTY PARKS DEPARTMENT
9480 WATERTOWN PLANK ROAD
WAUWATOSA WI 53226

Subject: I-94 E/W Corridor Study Section 4(f) Findings
ID#: 1060-27-00

Dear Mr. Dargle,

The I-94 East-West Corridor Project would be constructed in part with Federal Highway Administration (FHWA) funds. Since WisDOT would be the recipient of these funds as well as the proponent of the project, we are tasked with the responsibility of ensuring that the project complies with relevant federal laws and regulations regarding the protection of significant publicly owned parks, recreation areas, wildlife or waterfowl refuges, or significant public and private historic sites. The U.S. Department of Transportation's Section 4(f) law prohibits FHWA and WisDOT from using land from these properties except in certain circumstances pursuant to Title 23 of the United States Code Section 138 (23 USC. 138) and Title 23 of the Code of Federal Regulations Section 774 (23 CFR 774). The purpose of this letter is to request documentation from the Milwaukee County Parks Department regarding the potential effects of the I-94 East-West Corridor project on Section 4(f) properties under your jurisdiction.

The purpose of this letter is to document the Milwaukee County Parks Department's position regarding the potential effects of the planned I-94 reconstruction on Mitchell Boulevard Park. As you are aware WisDOT's project team has met with you and/or your staff on several occasions to explain the alternatives that were under consideration and their proximity to Valley Park, Doyne Park, Story Parkway and Mitchell Boulevard Park. Those meetings occurred on February 4, 2013; June 6, 2013; and October 1, 2013. At each of those meetings the Parks Department verbally stated that the alternatives, as explained, would not affect any of the adjacent Milwaukee County parks.

Through analysis conducted as part of the project's environmental impact statement (EIS) process, WisDOT has found that there would not be a "use" of Valley Park or Doyne Park related to project actions – this means the project would not permanently or temporarily incorporate land from either of these parks and would not result in proximity impacts that substantially impair the recreational features or attributes of either park. Project analysis has also concluded that the temporary occupation of Mitchell Boulevard Park property associated with project construction actions would not result in a "use" of the park per the Section 4(f) statute.

In regards to Story Parkway, areas of Story Hill Residential Historic District 2 and 3, adjacent to Story Parkway, are eligible for consideration of noise walls. If a noise wall is built to reduce noise levels in the Story Hill neighborhood, the wall may be built on County-owned Story Parkway right-of-way. If the wall is built on Story Parkway right-of-way, it would be a Section 4(f) use of the property. Once a decision has been reached regarding construction of this noise wall, WisDOT will follow up with the Milwaukee County Parks Department.

In this letter, WisDOT is seeking written concurrence from Milwaukee County that a temporary "use" would not occur at Mitchell Boulevard Park based on the project satisfying all temporary occupation exception conditions contained in CFR §774.13(d); this document provides the justification for this latter assertion.

DEFINITION OF SECTION 4(f) "USE"

Section 4(f) requires that the proposed "**use**" of any land from a significant publicly owned public park or recreation area be given particular attention. "Use" of a Section 4(f) resource, defined in 23 CFR 774.17(p), occurs in the following circumstances:

- When land is permanently incorporated into a transportation facility;
- When there is a temporary occupancy of Section 4(f) property that is adverse in terms of the statute's preservationist purpose; or
- When there is a constructive use of land, which occurs when the transportation project does not incorporate land, but its proximity substantially impairs the activities, features, or attributes that qualify a resource for protection under Section 4(f). A determination of constructive use is based on the criteria in 23 CFR 774.15.

As described in Section 3.26 and 4.4 of the I-94 East-West Corridor Project Draft Environmental Impact Statement (DEIS)/Draft Section 4(f) Evaluation, the Preferred Alternative (referred to as the "At-grade alternative" in the DEIS) would have no potential use of either Valley Park or Doyne Park, but would require a temporary occupancy of Mitchell Boulevard Park (see Exhibit I attached at the end of this document). However, the Section 4(f) legislation goes on to explain that if the five conditions in 23 CFR 774.13(d), commonly known as the "temporary occupation exception criteria," are met, then the temporary occupancy is not adverse in terms of the Section 4(f) statute's preservationist purpose and does not constitute a "use" as defined under Section 4(f). This letter provides findings with respect to the temporary occupation exception criteria and concludes that all conditions are met, thereby resulting in a determination that there is no Section 4(f) "use" of Mitchell Boulevard Park resulting from proposed I-94 East-West Corridor Project preferred alternative actions. Your concurrence is requested regarding these findings.

FINDINGS – TEMPORARY OCCUPATION EXCEPTION CRITERIA¹

(i) Duration must be temporary, i.e., less than the time needed for construction of the project, and there should be no change in ownership of the land;

Finding: Occupation of park property would occur during construction only. Total timeline for construction of the Preferred Alternative is estimated at 60 months; the temporary occupancy of Mitchell Boulevard Park property is anticipated to be approximately 6 months. There will be no change in ownership of the parkland that would be temporarily occupied.

(ii) Scope of the work must be minor, i.e., both the nature and the magnitude of the changes to the section 4(f) resource are minimal;

Finding: The scope of work at the temporarily occupied park property would be minor – WisDOT would acquire a temporary limited easement from Milwaukee County to reconstruct Mitchell Boulevard and its adjacent sidewalk in its existing alignment. Approximately 350 feet of Mitchell Boulevard at the southern end of the park would be reconstructed within its existing footprint (See Exhibit I) so that it can be lowered enough to create standard clearance (14 feet for bridge over arterial street) under I-94. No new roadways would be built in the park and there would be no physical change to Mitchell Boulevard Park nor any permanent or adverse impact to any recreational features or activities of the park.

(iii) There are no anticipated permanent adverse physical impacts, nor will there be interference with the activities or purpose of the resource, on either a temporary or permanent basis;

Finding: There would be no permanent physical impacts of any kind to Mitchell Boulevard Park associated with project actions - no new roadways would be built and the existing roadway and sidewalk would be reconstructed in the same alignment as currently exists. There would be no permanent interference to the activities of the park – visitors would still have uninterrupted access to all 15.6 acres of the park, including the playground, park shelter, paved park paths, and landscaped grass areas. During construction, visitors to the park using the sidewalk adjacent to Mitchell Boulevard would be routed inside the park on a temporary path to avoid the construction area.

¹ 23 CFR 774.13(d)(1) through (5)

(iv) *The land being used must be fully restored, i.e., the resource must be returned to a condition that is at least as good as it was prior to the project;*

Finding: WisDOT would restore the grass landscaping in the construction area to a condition similar or better than existing. The sidewalk would be reconstructed to an improved condition compared to existing.

(v) *There must be documented agreement of the appropriate Federal, State, or local officials having jurisdiction over the resource regarding the above conditions.*

Finding: This letter serves as documented agreement by Milwaukee County that the above commitments are satisfactory and do not result in a Section 4(f) use of Mitchell Boulevard Park.

SUMMARY

The purpose of this letter is to document the Milwaukee County Parks Department's position regarding the potential effects of the planned I-94 reconstruction on Mitchell Boulevard Park. As you are aware WisDOT's project team has met with you and/or your staff on several occasions to explain the alternatives that were under consideration and their proximity to Valley Park, Doyne Park and Mitchell Boulevard Park. Those meetings occurred on February 4, 2013; June 6, 2013; and October 1, 2013. At each of those meetings the Parks Department verbally stated that the alternatives, as explained, would not affect any of the three adjacent Milwaukee County parks.

As you may recall, US 41 will not be reconstructed adjacent to Doyne Park. I-94 will be reconstructed adjacent to Valley Park but no land would be acquired from the park; the freeway would be about the same distance from Valley Park and would remain atop of the large slope next to the park. I-94 would be reconstructed adjacent to Mitchell Boulevard Park but would not necessitate the acquisition of any parkland. Approximately 350 feet of Mitchell Boulevard at the southern end of the park would be reconstructed within its existing footprint (See Exhibit I) so that it can be lowered enough to create standard clearance (14 feet for bridge over arterial street) under I-94.

At the meetings noted above and in follow-up e-mails and conversations with your staff in 2013 and 2014 WisDOT requested a letter or e-mail reply to confirm the Parks Department's verbal statements that the I-94 reconstruction would not adversely affect the parks. To date WisDOT has not received a written response from the Parks Department.

Please respond to this request for concurrence on the Section 4(f) "temporary occupancy" finding contained in this letter by providing your signature in the space below and returning the signed letter to me. WisDOT is preparing a Final EIS for this project and will include this letter, as is, in the Final EIS as evidence of Milwaukee County's concurrence with its content unless WisDOT receives written response from the Parks Department by May 1, 2015.

Sincerely,



Jason Lynch, P.E.
Wisconsin Department of Transportation - SE Region
Major Projects - I-94 East-West Study Team Supervisor
141 NW Barstow St.
Waukesha, WI 53187
Mobile 414-750-1803
jason.lynch@dot.wi.gov

Milwaukee County, as owner of Mitchell Boulevard Park, concurs with the assessment that a Section 4(f) use will not occur at Mitchell Boulevard Park based on the I-94 East-West Corridor Project satisfying all temporary occupation exception conditions contained in Section 23 Code of Federal Regulations (CFR) 774.13(d).

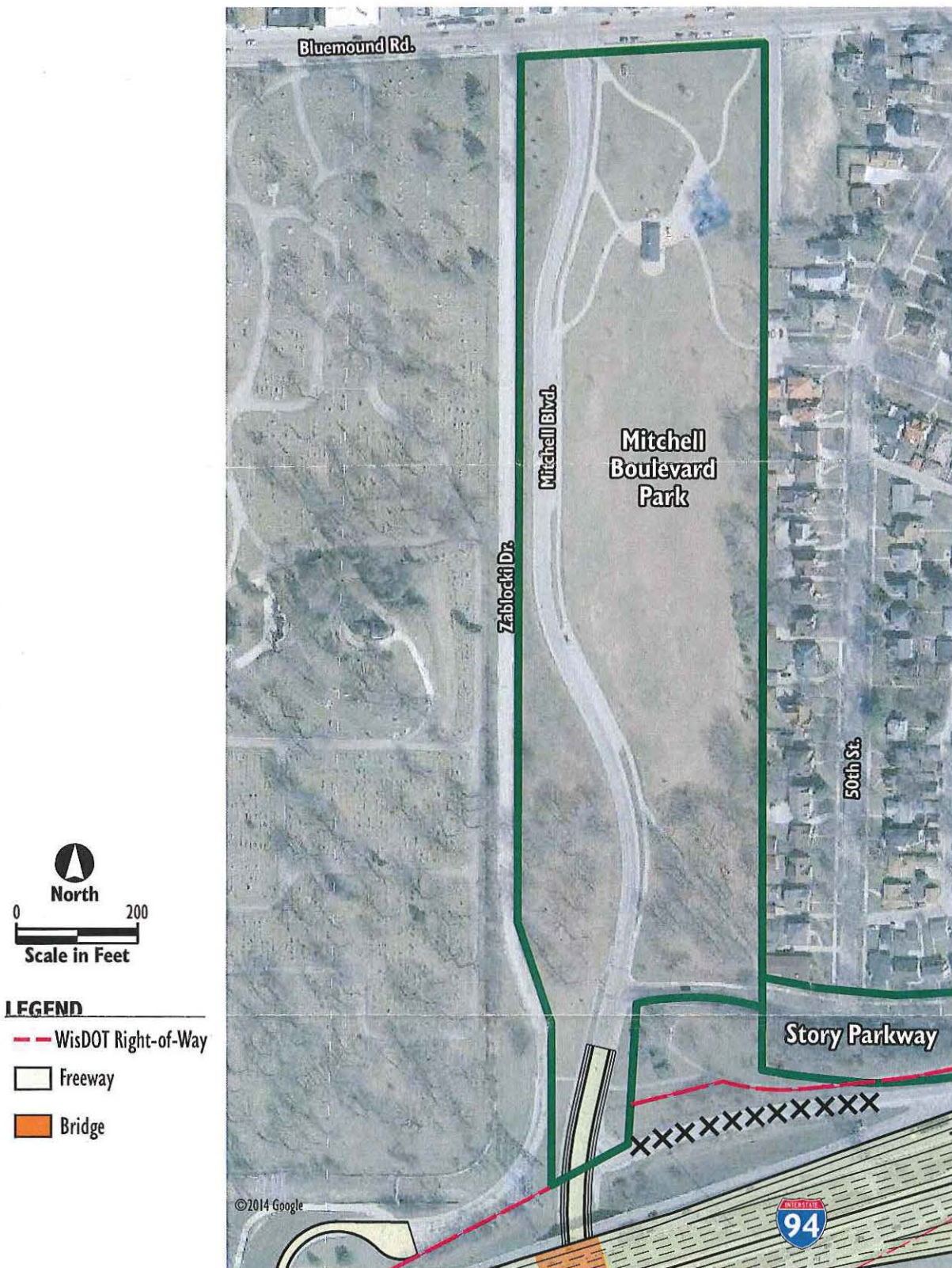
Signature: 
John Dargle, Director
Milwaukee County Parks Dept.

Date: 13 Apr 2015

Attachments:

Exhibit I: Temporary Occupancy of Mitchell Boulevard Park

cc: Jim Keegan/Milwaukee County Parks Department
Kevin Haley/Milwaukee County Parks Department
Brian Dranzik/Milwaukee County Department of Transportation



At-grade alternative through cemetery





Division of Transportation System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-Mail: ser.dtd@dot.wi.gov

January 13, 2016

Mr. John Dargle
Director
Milwaukee County Parks Department
9480 Watertown Plank Road
Wauwatosa, WI 53226

Subject: I-94 East-West Corridor Study: Story Parkway Section 4(f) Preliminary *de minimis* Impact Determination

ID#: 1060-27-00

Dear Mr. Dargle:

The purpose of this letter is to seek the Milwaukee County Parks Department's concurrence with the Federal Highway Administration's (FHWA's) Section 4(f) **preliminary *de minimis*** impact determination for Story Parkway associated with the **potential** effects of the I-94 East-West Corridor project. This letter provides background on the project and the Section 4(f) statute and evaluation process. This letter also summarizes the rationale and documentation that supports the Section 4(f) preliminary *de minimis* impact determination for Story Parkway.

As you are aware, WisDOT's project team has met with you and/or your staff on several occasions to explain the alternatives that were under consideration and their proximity to Valley Park, Doyme Park, Story Parkway, and Mitchell Boulevard Park. Those meetings occurred on the following dates: February 4, 2013; June 6, 2013; and October 1, 2013. On September 25, 2015, Charlie Webb with the I-94 East-West project team contacted Kevin Haley to discuss potential impacts on Story Parkway if a noise barrier is constructed there and the potential for a FHWA *de minimis* impact determination. At each of those meetings the Parks Department verbally stated that the alternatives, as explained, would not affect any of the adjacent Milwaukee County parks.

Regulatory Background

The I-94 East-West Corridor project would be constructed in part with FHWA funds. Since WisDOT would be the recipient of these funds as well as the proponent of the project, WisDOT is tasked with the responsibility of ensuring that the project complies with relevant federal regulations regarding the protection of significant publicly owned parks, recreation areas, wildlife or waterfowl refuges, or significant public and private historic sites. The U.S. Department of Transportation's Section 4(f) law prohibits FHWA and WisDOT from using land from these properties except in certain circumstances pursuant to Title 23 of the United States Code Section 138 (23 USC. 138) and Title 23 of the Code of Federal Regulations Section 774 (23 CFR 774).

Section 4(f) of the US Department of Transportation Act of 1966, 49 USC 303(c) is a federal law that protects publicly-owned parks, recreation areas, wildlife and/or waterfowl refuges, as well as significant historic sites, whether publicly or privately owned. Section 4(f) requirements apply to all transportation projects that require funding or other approvals by the USDOT. As a USDOT agency, FHWA must comply with Section 4(f). Section 4(f) regulations are located in 23 CFR Part 774.

23 CFR 774.3 specifies the following:

The Administration may not approve the use, as defined in §774.17, of Section 4(f) property unless a determination is made under paragraph (a) or (b) of this section.

(a) *The Administration determines that:*

- (1) *There is no feasible and prudent avoidance alternative, as defined in §774.17, to the use of land from the property; and*
- (2) *The action includes all possible planning, as defined in §774.17, to minimize harm to the property resulting from such use; or*
- (b) *The Administration determines that the use of the property, including any measure(s) to minimize harm (such as any avoidance, minimization, mitigation, or enhancement measures) committed to by the applicant, will have a de minimis impact, as defined in §774.17, on the property.*

“Use” of a Section 4(f) resource is defined in 23 CFR 774.17 as follows:

- 1) *When land is permanently incorporated into a transportation facility;*
- 2) *When there is a temporary occupancy of land that is adverse in terms of the statute’s preservationist purpose as determined by the criteria in 23 CFR 774.13(d); or*
- 3) *When there is a constructive use of a Section 4(f) property as determined by the criteria in 23 CFR 774.15.*

A determination of *de minimis* can be made only if the project will not adversely affect the features, attributes, or activities that make the Section 4(f) property significant, after receipt and consideration of public comment, and FHWA receives concurrence with the official(s) with jurisdiction. A *de minimis* impact on a public park or recreational area is defined in 23 CFR 774.17 as an impact that does not “adversely affect the features, attributes or activities qualifying the property for protection under Section 4(f).”

Assessment of Impacts

Under the current design of the preferred alternative, there would be no permanent incorporation of property from Story Parkway nor temporary occupancy of Story Parkway during construction. South of Story Parkway, I-94 would be shifted slightly south and would be at about the same elevation it is today. Mitchell Boulevard would continue to cross under I-94 and provide access to Miller Park. The Mitchell Boulevard interchange would be moved about 0.5 mile east to a new location within the Stadium Interchange. US 41 would move slightly east, away from the parkway. A new local street (46th Street) would be built on the west side of US 41, but would be several hundred feet from the parkway. No right-of-way acquisition would occur from Story Parkway as a result of roadway improvements. Views from Story Parkway would look similar to the existing view of I-94. The project would slightly change the appearance of I-94 from Story Parkway; however, its impact would be of negligible intensity.

As discussed in the Draft EIS and shown at public meetings, there is the potential that a noise barrier may be built on County-owned Story Parkway, thereby permanently incorporating property from this Section 4(f) resource. Per noise analysis performed for the project, it would be both feasible and reasonable to construct a noise barrier along the southern side of the Story Parkway property between Mitchell Boulevard and Yount Drive. A final decision on the construction of a noise barrier within the County-owned right-of-way for Story Parkway will be made after the Record of Decision is completed as part of the final design phase and in accordance with the Section 106 Programmatic Agreement. The noise barrier would be built if a simple majority of the benefited Story Hill Neighborhood residents vote in favor of it, otherwise the noise barrier would not be built and there would be no impact to Story Parkway under Section 4(f).

If the aforementioned vote is in favor of a noise barrier, the area where the noise barrier would be built does not contain any recreational features or amenities – as such, FHWA has determined that impacts related to the construction of the noise barrier would not adversely affect the features, attributes or activities of Story Parkway and therefore impacts would be *de minimis*.

In the event that a noise wall is built, WisDOT would compensate Milwaukee County Parks for the Project's permanent incorporation of Milwaukee County Parks property and would coordinate with County Parks' staff regarding any desired mitigation (e.g. vegetating the noise barrier).


Conclusion

WisDOT is seeking written concurrence from the Milwaukee County Parks Department regarding this **preliminary** determination of *de minimis* impacts at Story Parkway related to the **potential** impacts of a noise barrier that may be built on Story Parkway property and necessitate the associated permanent incorporation of property.

Based on our January 5, 2016 meeting this preliminary concurrence would be considered contingent on future approval from the Milwaukee County Board of a construction easement needed by WisDOT to build a potential noise wall. Also, this preliminary determination would be subject to input from neighborhood residents, tentatively scheduled to occur in May 2016. Lastly, the County Park's Department concurrence would not be an endorsement that a noise wall in Story Hill is an appropriate action. That determination would be made by those residential property owners and occupants that would benefit from a potential noise wall.

Please respond to this request for concurrence by providing your signature in the space provided below and returning the signed letter to me. WisDOT is preparing a Final EIS tentatively scheduled to be signed on January 29, 2016.

Sincerely,



Jason Lynch, P.E.
Wisconsin Department of Transportation - SE Region
Major Projects - IH94 East-West Study Team Supervisor
141 NW Barstow St.
Waukesha, WI 53187
Mobile (414) 750-1803
jason.lynch@dot.wi.gov

Milwaukee County, as jurisdictional owner of Story Parkway, concurs with the FHWA's preliminary determination that the potential construction of a noise barrier associated with the I-94 East-West Corridor project would result in a Section 4(f) de minimis impact to Story Parkway as defined in 23 CFR 774.17 and demonstrated in this letter.

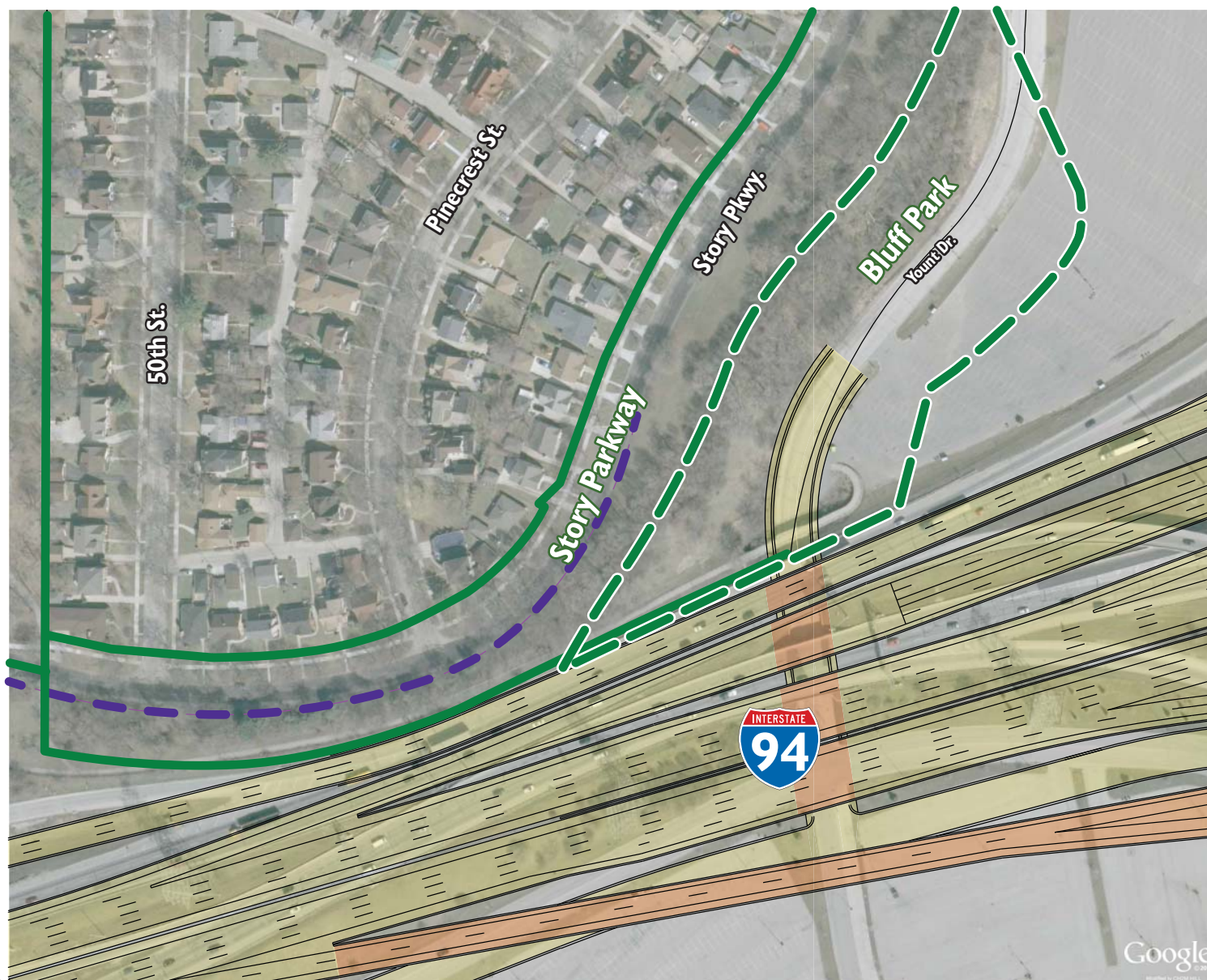
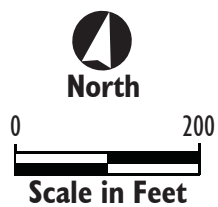
Signature: _____
John Dargle, Director
Milwaukee County Parks Dept.

Date: _____

Attachments:

1. Potential Location of Noise Barrier on Story Parkway Property

cc: Kevin Haley/Milwaukee County Parks Department
Brian Dranzik/Milwaukee County Department of Transportation



- LEGEND**
- Freeway
 - Bridge
 - Bluff Park
 - Story Parkway
 - Potential Noise Barrier Location





Kevin L. Shafer, P.E.
Executive Director

January 13, 2015

Mr. Jason Lynch, P.E.
Department of Transportation
Post Office Box 798
Waukesha, Wisconsin 53187-0798

Subject: I-94 between 70th Street and 16th Street

Dear Mr. Lynch:

I am concerned regarding stormwater runoff from the alternatives being considered for the reconstruction of I-94 between 70th Street and 16th Street in Milwaukee. The draft environmental impact statement (DEIS) fails to completely identify the adverse impacts caused by this runoff and fails to evaluate options to avoid or mitigate these adverse impacts.

All of the alternatives being considered will significantly increase impervious surface.

Increased Impervious Surface

Segment	Increased Impervious Surface
East	67% to 91%
West Double Deck	22%
Hawley Road Interchange	11% to 19%

This increased impervious surface will have significant consequences. Increased runoff volume will cause streams to flow at higher elevations for longer periods, which will decrease stream bank stability, increase erosion, and exacerbate dangerous conditions. In addition, sediment load will increase.

Regarding impacts, the DEIS provides no information beyond percentage increases. Regarding avoidance or mitigation, the DEIS provides no specific information. The DEIS merely indicates that final design will address stormwater management. The DEIS is inadequate because it fails to completely analyze the adverse impacts of the increased runoff and fails to present any specific alternatives for mitigation. A supplement to the DEIS needs to:

1. identify the acres of new impervious surface for each alternative, the additional volume of runoff, and the additional sediment load;
2. show how additional runoff volume will affect stream elevations, velocities, bank stability, and bank erosion;

Response to MMSD

1. The preferred alternative will increase the impervious area on the freeway by 23 percent in the west segment and 67 percent in the east segment. Run-off from the existing freeway flows directly into the Menomonee River. WisDOT's conceptual stormwater plan will control peak flows to reduce the likelihood of increasing the Menomonee River flood elevations and will also improve the water quality of the stormwater run-off before it reaches the Menomonee River. Additional investigation and design will be required during the design phase.

WisDOT and the Southeast Wisconsin Professional Baseball District have conceptually discussed the use of permeable pavement in the areas of Miller Park parking that would need to be reconstructed as a result of the project. Both agencies have agreed to consider permeable pavement in more detail during design. WisDOT will evaluate all cost effective practical and feasible alternatives to manage stormwater quality and quantity within the framework of state and federal guidelines.

2. WisDOT uses peak flow rate to assess the extent of stormwater management. MMSD's Chapter 13 does not apply to WisDOT highway projects; instead TRANS 401 regulates how WisDOT manages stormwater.

In the study phase, various stormwater best management practices were evaluated. During the next subsequent project design phases, best management practices will be further refined in coordination with Wisconsin DNR, local municipalities, and MMSD to meet all required guidelines for a federally funded project.

Mr. Jason Lynch, P.E.
January 13, 2015
Page 2 of 2

3. evaluate options for reducing runoff volume and pollutant loads; and
4. analyze how the cost of avoidance or mitigation would affect total project cost.

2

The communities in the project area have shown a commitment to improving water quality and reducing flood risks. As noted in the DEIS, one of these initiatives is the total maximum daily load analysis for pollutants discharged to the Menomonee River. Regarding flood risks, the District has established rules that require reductions in runoff release rates for redevelopment (MMSD Rules, sec. 13.11). These rules apply to redevelopment as small as two acres. The I-94 Project should support these initiatives, not inhibit them. Specifically, a supplement to the DEIS needs to analyze options for compliance with these local standards.

3

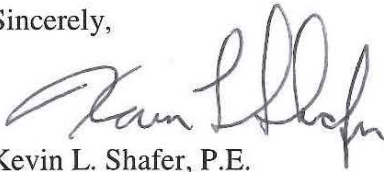
While the western portion of the project will adversely affect the Menomonee River, the eastern portion of the project will adversely affect the combined sewer system. Increased runoff will increase both peak flows and runoff volume, exacerbating the risk of combined sewer overflows. The I-94 Project should follow the example of the Marquette Interchange Project, which directs a portion of the peak flow directly to surface water. As with discharges to the Menomonee River, the DEIS defers analysis of this concept to final design. To ensure that impacts are fully presented and analyzed, a supplement to the DEIS is necessary to show specific options and costs.

4

The decisions we make today will leave a legacy that lasts for the next 50 years, making a complete analysis now especially important. The additional information I am requesting ensures that we are fully informed of all possible adverse consequences and that we have carefully consider all of the options for minimizing harm.

If you have questions regarding these comments, please contact Debra Jensen of my staff at 414-225-2143 or djensen@mmsd.com. Thank you for considering these comments.

Sincerely,



Kevin L. Shafer, P.E.
Executive Director
Milwaukee Metropolitan Sewerage District

Response to MMSD (continued)

3. WisDOT is not subject to MMSD's Chapter 13 rules. WisDOT supports effective stormwater management techniques and will manage stormwater quantity and quality consistent with past Southeast Wisconsin freeway reconstruction projects.

WisDOT acknowledges it will be subject to the total maximum daily loading initiative.

4. WisDOT supports using the Marquette Interchange model for stormwater management to decrease the flow into the combined sewer system and hopes to implement it for that portion of the study area that is in the combined sewer service area.



OFFICE OF THE CITY CLERK

Monica Schultz
City Clerk

December 5, 2014

Governor Scott Walker
115 East Capitol
P.O. Box 7863
Madison, WI 53702

Dear Governor Walker:

Enclosed is a copy of City of West Allis Resolution R-2014-0446 in support of the Double Deck freeway alternative for the I-94 East-West Corridor if the at-grade alternatives cannot accommodate full access to Hawley Road/60th Street.

The resolution was adopted by the West Allis Common Council on December 2, 2014.

Thank you for your attention to this matter.

Sincerely,

Monica Schultz
City Clerkamn
enclosure

cc: Honorable Tim Carpenter, Third Senate District
Honorable Leah Vukmir, Fifth Senate District
Honorable Daniel Riemer, Seventh Assembly District
Honorable Rob Hutton, Thirteenth Assembly District
Honorable Joe Sanfelippo, Fifteenth Assembly District
Mr. Mark Gottlieb, WI DOT Secretary of Transportation (e-mail)
Mr. William Mohr, WI DOT Southeast Region, Supervisor, SE Freeways (e-mail)
Mr. Jason Lynch, Project Supervisor (e-mail)
Mr. Roberto Gutierrez, Southeast Freeway Chief



City of West Allis

Resolution: R-2014-0446

10602702-00314R-RDA25

7525 W. Greenfield Ave.
West Allis, WI 53214

File Number: R-2014-0446

Final Action: 12/2/2014

Sponsor(s): Safety & Development Committee

Resolution in support of the Double Deck freeway alternative for the I-94 East-West Corridor if the at-grade alternatives cannot accommodate full access to Hawley Road/60th Street.

WHEREAS, on June 21, 2006 the Advisory Committee on Regional Transportation System Planning, of which the City of West Allis is a member, adopted a 2035 regional transportation plan, being a part of the master plan for the physical development of the Region and set forth in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin*; which included provision for access ramps on I-94 to Hawley Road/60th Street as they exist today; and

WHEREAS, the State of Wisconsin Department of Transportation has prepared a Draft Environmental Impact Statement to evaluate the existing I-94 service interchanges and the indirect or cumulative effects of changes in land use and development patterns that may occur farther from the I-94 corridor and later in time after reconstruction of the I-94 East-West Corridor depending on which alternative is chosen; and

WHEREAS, the State of Wisconsin Department of Transportation is contemplating the construction of at least one alternative which does not include access ramps to Hawley Road/ 60th Street and which may have a dramatic effect on the land use and development patterns in the City of West Allis; and

WHEREAS, the existing I-94 service interchange at Hawley Road/60th Street provides necessary access to a number of manufacturing, office and retail businesses that are critical to the economic success of the City of West Allis; and

WHEREAS, the City of West Allis would be the most impacted by the closure or partial closure of the Hawley Road 60th Street interchange which serves important redevelopment areas and employment generators for the City and serves as a gateway to the City. Freeway proximity is a key selling point to prospective employers and the possibility of closing the Hawley road interchange would stall the City's efforts to attract additional businesses and could cause some existing employers to leave West Allis; and

WHEREAS, the State of Wisconsin Department of Transportation is tentatively planning to reconstruct the I-94 freeway from 70th Street to 25th Street in the year 2019;

NOW THEREFORE BE IT RESOLVED By the Common Council of the City of West Allis that the City supports construction of the Double Deck freeway alternative for the I-94 East-West Corridor if the at-grade alternatives cannot accommodate full access to Hawley Road/60th Street;

1

BE IT FURTHER RESOLVED that the Common Council opposes any I-94 alternatives that create more traffic, congestion or accidents on City streets or that involve widening or eliminating parking or other impacts to City streets.

1

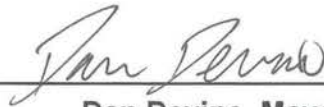
BE IT FURTHER RESOLVED that a copy of this Resolution be provided to Governor Walker, all West Allis State Assembly and State Senator members, as well as the Secretary of Transportation and other officials at the Wisconsin Department of Transportation.

ADOPTED AS AMENDED 12-2-14

APPROVED 12/5/14



Monica Schultz, City Clerk



Dan Devine, Mayor

Response to City of West Allis

1. WisDOT is working with the City of West Allis to mitigate the potential adverse effects related to partial loss of freeway access at Hawley Road. A key element of the mitigation is extending Washington Street between Hawley Road and 70th Street to make it easier to access the 68th-70th Street interchange from the Hawley Road corridor. Three other existing intersections in West Allis and West Milwaukee will be improved to accommodate additional traffic expected as a result of the freeway access change at Hawley Road (National Avenue/Miller Park Way, National Avenue/Greenfield Avenue, Greenfield Avenue/70th Street). See Section 2.3 of the Final EIS. WisDOT will also coordinate with the City of West Allis to identify traffic mitigation measures during construction.

STATE OF WISCONSIN VILLAGE OF WEST MILWAUKEE MILWAUKEE COUNTY

RESOLUTION NO.:04-R-15

A RESOLUTION IN SUPPORT OF THE DOUBLE DECK FREEWAY ALTERNATIVE FOR THE I-94 EAST-WEST CORRIDOR IF THE AT-GRADE ALTERNATIVES CANNOT ACCOMMODATE FULL ACCESS TO HAWLEY ROAD/60TH STREET

WHEREAS, ON June 21, 2006, the Advisory Committee Regional Transportation System Planning, adopted a 2035 regional transportation plan, being a part of the master plan for the physical development of the Region and set forth in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin*; which included provision for access ramps on I-94 to Hawley Road/60th Street as they exist today; and

WHEREAS, the State of Wisconsin Department of Transportation is contemplating the construction of project alternatives which do not include full access ramps to Hawley Road/60th Street and which may have a dramatic affect on the traffic volumes in the Village of West Milwaukee.

WHEREAS, the existing I-94 service interchange at Hawley Road/60th Street provides necessary access to a number of residential, manufacturing, office and retail businesses; and,

WHEREAS, the Village of West Milwaukee traffic would be the most impacted by the closure or partial closure of the Hawley Road/60th Street interchange which serves important residential redevelopment areas and employment generators near the Village; and

WHEREAS, the State of Wisconsin Department of Transportation is tentatively planning to reconstruct the I-94 freeway from 70th Street to 16th Street beginning in the year 2019; and,

NOW THEREFORE, the Village Board of the Village of West Milwaukee, Milwaukee County, Wisconsin, supports construction of the Double Deck freeway alternative for the I-94 East-West Corridor if the at-grade alternatives cannot accommodate full access to Hawley Road/60th Street; and,

BE IT FURTHER RESOLVED that the Village of West Milwaukee opposes any I-94 alternatives that create more traffic, congestion or accidents on Village streets do not provide adequate future capacity on I-94 or that involve widening or eliminating parking or other detrimental impacts to Village streets.

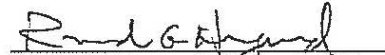
BE IT FURTHER RESOLVED that a copy of this Resolution is provided to Governor Walker, all West Milwaukee State Assembly and State Senator members, as well as the Secretary of Transportation and other officials at the Wisconsin Department of Transportation.

SECTION 2: EFFECTIVE DATE.

This Resolution shall take effect immediately upon passage and/or posting or publication as provided by law.

PASSED AND ADOPTED by the Village Board of the Village of West Milwaukee, this 5th day of January, 2015.

VILLAGE OF WEST MILWAUKEE


Ronald G. Hayward, Village President

ATTEST:


Susan M. Schupp, Village Clerk

Response to Village of West Milwaukee

1. WisDOT is working with the Village of West Milwaukee to mitigate the potential adverse effects related to partial loss of freeway access at Hawley Road. A key element of the mitigation is extending Washington Street between Hawley Road and 70th Street to make it easier to access the 68th-70th Street interchange from the Hawley Road corridor. Three other existing intersections in West Allis and West Milwaukee will be improved to accommodate additional traffic expected as a result of the freeway access change at Hawley Road (National Avenue/Miller Park Way, National Avenue/Greenfield Avenue, Greenfield Avenue/70th Street). See Section 2.3 of the Final EIS. WisDOT will also coordinate with the Village of West Milwaukee to identify traffic mitigation measures during construction.

CHAIR

- PUBLIC WORKS COMMITTEE
- HISTORIC THIRD WARD
ARCHITECTURAL REVIEW BOARD
- PUBLIC TRANSPORTATION REVIEW BOARD

CO-CHAIR

- SPECIAL JOINT COMMITTEE ON THE
REDEVELOPMENT OF ABANDONED AND
FORECLOSED HOMES

VICE CHAIR

- JOINT COMMITTEE ON STREETCAR
IMPLEMENTATION



ROBERT J. BAUMAN

ALDERMAN, 4TH DISTRICT

MEMBER

- ZONING, NEIGHBORHOODS
AND DEVELOPMENT COMMITTEE
- STEERING AND RULES COMMITTEE
- BOARD OF HARBOR COMMISSIONERS
- HISTORIC PRESERVATION COMMISSION
- HOUSING TRUST FUND ADVISORY
COMMITTEE
- PUBLIC SAFETY COMMITTEE
- FRANK P. ZEIDLER PUBLIC SERVICE
AWARD SELECTION COMMITTEE
- CAPITAL IMPROVEMENTS
COMMITTEE

December 8, 2014

Jason Lynch, P.E.
Project Supervisor
Wisconsin Department of Transportation
SE Transportation Region
141 N.W. Barstow St.
Waukesha, WI. 53187

RE: Draft Environmental Impact Statement I-94 East-West Freeway Corridor Study,
project I.D. 1060-27-00 (sent via email and USPS).

Dear Mr. Lynch:

I am writing to express my formal comments regarding the DEIS. I am a resident of the corridor (856 N. 29th St., Milwaukee, WI. 53208). I am also an alderman on the Milwaukee Common Council representing the 4th District which includes the east leg of this project.

I oppose all the alternatives proposed in the DEIS and object to the DEIS process itself since it does not address comprehensive transportation needs in the corridor such as expanded and improved public transit and does not provide alternatives that take into consideration the needs of low income, disabled and minority populations, individuals who do not have access to automobiles or changing demographics and travel patterns in the corridor.

It is my view, based on attending numerous meetings and hearings on this project, that the "game was rigged" from the start. WisDOT and FHWA determined before this process began that the DEIS would only recommend alternatives that would add capacity in the form of additional lanes. It is my view that no amount of testimony in opposition to widening and no amount of data challenging the travel demand forecasts and traffic congestion projections will be seriously considered as the FHWA decides to issue a record of decision for this project. It is also apparent that WisDOT and FHWA determined before this process began that no public transportation improvements would be considered or contemplated in this corridor despite a significant number of citizens in

Response to Alderman Bauman

1. Section 2 of the Draft and Final EIS explains the alternatives development process. Section 2.2.3.2 documents the context and evaluation framework through which alternatives are evaluated. Section 2.4.1 describes the regional transportation planning process and its role in alternatives development. Section 2.4.2 describes the role of public input, consistent with FHWA's collaborative environmental review process under 23 USC 139. Section 2.5.1 defines "reasonable alternatives" per the Council on Environmental Quality's regulations for implementing NEPA (40 CFR 502.14).

Section 2.5 describes the wide range of alternatives WisDOT and FHWA developed and considered and evaluates them against the project's purpose and need statement (documented in Section 1). The reasons alternatives were dropped from consideration is documented in this section. Federal and state laws such as Section 106 of the National Historic Preservation Act, Section 4(f) of the U.S. Department of Transportation Act and Section 404 of the Clean Water Act were also considered in evaluating alternatives.

A wide range of alternatives were developed and assessed at the beginning of the alternatives analysis. Transit was dropped from consideration as a stand-alone alternative because it would not address existing and future congestion. WisDOT has committed to financially participate in Milwaukee County's BRT study connecting downtown Milwaukee with the Milwaukee Regional Medical Center. In addition, WisDOT has committed to using traffic mitigation funding before and during construction of the I-94 East-West corridor to invest in local intersection infrastructure. WisDOT's role in funding transit in Milwaukee is also documented in Section 2.5.

the corridor who are low income, disabled, minorities and/or do not have access to private automobiles.

It is equally troubling that this DEIS does not offer citizens and taxpayers any real choice. Only two very expensive build alternatives are offered and no alternatives offering any type of public transportation improvements are presented.

I, along with many of my constituents, support the Spot Improvements alternative with an estimated cost of \$350 Million. Yet the DEIS fails to present that alternative. The spot improvement alternative represents a savings of from \$550 to 800 Million over the two build alternatives recommend in the DEIS. I, along with many of my constituents, would prefer to save this money and simply live with the alleged congestion increases and alleged safety deficiencies (which we dispute). Apparently choices are no longer permitted under the WisDOT/FHWA freeway planning process unless the choice is between very expensive alternatives that expand capacity. Given this planning process, one can see why the Federal and Wisconsin Highway Trust Funds are broke.

Sincerely,

A handwritten signature in dark ink, appearing to read 'R. J. Bauman', with a long horizontal flourish extending to the right.

Robert J. Bauman
Alderman, 4th District

Response to Alderman Bauman (continued)

2. The Spot Improvements alternative's cost would vary depending on which spot improvements were implemented but it would cost \$500 to \$750 million. Replacing the freeway as it is today would cost an estimated \$370 million in current year dollars. The Replace-in-Kind alternative (see Section 2.5.4.1) would replace the freeway's deteriorated pavement but it would not address the purpose and need for the project with respect to safety concerns, existing freeway design deficiencies, and future traffic demand. The Spot Improvements alternative (see Section 2.5.4.2) would cost more than the Replace-in-Kind alternative because it would address safety issues than be addressed with little to no new right-of-way acquisition. This would include things like adding auxiliary lanes between interchanges, braiding ramps between interchanges, and/or widening shoulders.

Common Council President

10th District Alderman



Michael J. Murphy
City of Milwaukee Common Council

December 16, 2014

Jason Lynch, P.E.
Project Supervisor
WisDOT SE Region
P.O. Box 798
Waukesha, WI 53187-0798

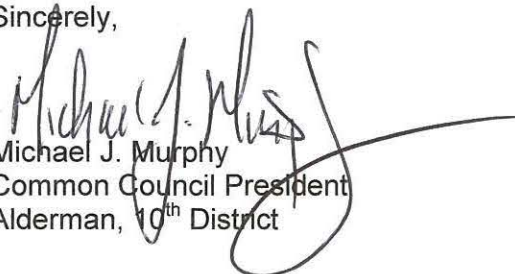
Dear Mr. Lynch:

The reconstruction of I-94 between 70th Street and 16th Street in Milwaukee is a matter of great interest and concern to my constituents and all Milwaukee residents. I appreciate the efforts of WisDOT to develop a comprehensive record of public opinion on this project through the two public hearings held earlier this month, as well as the submittal of written comments (emails and letters) to your office.

As you are aware, the public comment period for this project ends on January 13, 2015. Thus, the public's opportunities to weigh in on the study alternatives coincide with the busy holiday season, when interested parties may be unaware of these opportunities or unable to fully take advantage of them due to other obligations. For this reason, I would request that you extend the public comment period for the I-94 reconstruction project by two weeks. This would afford my constituents more time to study the alternatives and provide informed feedback to your office. In addition, it would provide the Milwaukee Common Council the time it needs to formulate the City's official position on this project.

Thank you for your consideration. I look forward to working with you and your office in selecting and building the best possible project for residents and taxpayers of Milwaukee and Wisconsin.

Sincerely,



Michael J. Murphy
Common Council President
Alderman, 10th District

Response to Alderman Murphy

1. WisDOT and FHWA concurred with this request. See WisDOT letter on following page.



Division of Transportation System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

10602702-00172S-RDA06

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-Mail: waukesha.dtd@dot.wi.gov

January 5, 2015

Alderman Michael Murphy
City of Milwaukee
200 E. Wells Street, Room 205
Milwaukee, WI 53202

Dear Alderman Murphy:

Thank you for your continued involvement in the environmental study of the I-94 East-West corridor in Milwaukee County from 70th to 16th Street. I have reviewed your request received on December 17, 2014 for an extension of the official comment period for the I-94 East-West Draft Environmental Impact Statement (DEIS).

As you are aware, the project team has been responsive to all requests for information during the course of the study and welcomed feedback from City of Milwaukee Aldermen, the Mayor, and your office. Public hearings were held on December 3 and 4, 2014 with representatives from the city in attendance.

The Wisconsin Department of Transportation continues to make the preparation of environmental documents for this project open and transparent. As stated in our printed notification, as well as the Federal Register, an extended comment period of 60-days for the DEIS will close on January 13, 2015.

Per your request city comments, including any official Common Council Action or Resolution received prior to January 27, 2015 will also be included in the official hearing record. Any comments received after January 27, 2015 will be included in the project record. If you have a need for further information please feel free to contact me at 414-750-1803 or jason.lynch@dot.wi.gov.

Sincerely,

A handwritten signature in black ink, appearing to read "Jason Lynch".

Jason Lynch, P.E.
I-94 East-West Study Team Supervisor



CITY OF WAUWATOSA
MEMORIAL CIVIC CENTER
7725 WEST NORTH AVENUE
WAUWATOSA, WI 53213
Telephone: (414) 479-8917
Fax: (414) 479-8989

CERTIFICATE

STATE OF WISCONSIN)
MILWAUKEE COUNTY)
CITY OF WAUWATOSA)

I, Carla A. Ledesma, Clerk of the City of Wauwatosa, Wisconsin, do hereby certify that I have compared the annexed copy of Resolution R-15-241 with the original thereof now on file and of record in the office of the City Clerk of the City of Wauwatosa, Wisconsin.

The same is a true and correct and complete copy of the said original resolution opposing WisDOT's proposed expansion of I-94, requesting consideration of the Rehab/Transit option submitted by the Coalition for More Responsible Transportation, and supporting a full performance evaluation of WisDOT's State Highways Program.

Given under my hand this 15th day of October 2015.

Carla A. Ledesma
Carla A. Ledesma, CMC, City Clerk

CITY OF WAUWATOSA
Resolution

R-15-241

By: Transportation Affairs Committee

WHEREAS, the City of Wauwatosa is part of the Milwaukee metropolitan area, and its economy is integrally related to the economy of that metropolitan area and of southeastern Wisconsin;

WHEREAS, major transportation investments in and around the I-94 East-West Corridor (the "Corridor") have a direct economic impact on Wauwatosa;

WHEREAS, it is vital to Wauwatosa's economy to have good transportation connectivity to Milwaukee and other communities in the region, including between such major economic and activity centers as Mayfair Mall, the Regional Medical Center, and downtown Milwaukee;

WHEREAS, despite data showing that the Corridor's traffic volume has declined 8 percent from 2000 to 2012, the Wisconsin Department of Transportation ("WisDOT") has proposed two highway expansion-only options for the Corridor based on its predictions of increasing traffic;

WHEREAS, Wauwatosa residents, as Wisconsin and federal taxpayers, will be asked to pay their share of this almost \$1 billion highway expansion project;

WHEREAS, the proposed expansion of I-94 is likely to lead to increased truck traffic through the commercial and residential districts of Wauwatosa, due to temporary and permanent lane and exit closures along the highway, resulting in hazards for City residents and increased road maintenance costs;

WHEREAS, WisDOT did not study non-expansion options for the Corridor, including transit options, and how such alternatives might affect or benefit Wauwatosa and the region;

WHEREAS, unnecessary highway expansions could serve to significantly reduce the amount of assistance available to Wauwatosa for local road maintenance and other transportation needs;

WHEREAS, Wauwatosa and the region need transportation solutions that enhance mobility, safety, workforce connectivity, and quality of life, including transit improvements;

WHEREAS, the Coalition for More Responsible Transportation has proposed an alternative for the Corridor that addresses these issues by repairing the highway, with spot improvements and without expansion, and by incorporating an East-West transit corridor that could directly benefit Wauwatosa and connect the community and its major economic centers to other economic and activity centers throughout the Corridor;

NOW, THEREFORE, IT IS RESOLVED AS FOLLOWS:

- 1.) The City of Wauwatosa opposes WisDOT's expansion proposals for the Corridor and requests that WisDOT consider the Rehab/Transit option put forward by the Coalition for More Responsible Transportation.

- 2.) The City of Wauwatosa supports a full performance evaluation of WisDOT's State Highways Program as proposed by the Joint Committee on Finance, including an evaluation of the Department's traffic forecasting methodology and its highway improvement planning process, in order to ensure that Wauwatosa residents' tax dollars are put to best possible use.

Passed and Dated October 6, 2015

Carla A. Nedusma
Clerk

Adopted: October 6, 2015

Page:

Journal: 112

Approved October 7, 2015

Hyacinth King
Mayor



Division of Transportation System Development
Southeast Regional Office
141 N.W. Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet: www.dot.wisconsin.gov

Telephone: (262) 548-5903
Facsimile (FAX): (262) 548-5662

E-Mail: waukesha.dtd@dot.wi.gov

Mayor Kathleen Ehley
City of Wauwatosa Memorial Civic Center
7725 W. North Ave.
Wauwatosa, WI 53213

January 6, 2016

Dear Mayor Ehley

Thank you for the City of Wauwatosa's continued coordination with the WisDOT I-94 East-West project team over the course of the environmental study. Late in 2015, WisDOT received a copy of a city resolution passed on Oct. 6, 2015 opposing any expansion of I-94. A copy of the City's resolution has been placed into the project's administrative record and the Final Environmental Impact Statement (EIS) document.

Based on analysis documented in the EIS, the purpose and need of the study is to address aging infrastructure and substandard features on I-94 while improving the operations of the freeway and its safety characteristics.

For your information, I'd like to provide some clarification to four issues contained in the resolution:

1. Traffic Projections have declined 8% from 2000 to 2012. WisDOT traffic projections are based on extensive land use planning and traffic modeling by SEWRPC. The environmental study for I-94 E/W assumes a modest 0.5% growth rate in traffic for the 20 year design life (2040) of the project which is below the 30-year historic traffic trend. The Coalition for More Responsible Transportation report shows a decline in traffic. Traffic data for the twelve years in the report was highly variable. This report did not take into consideration major regional construction projects and other outside forces that affect short-term traffic trends on the study's section of I-94. More detail on this issue can be found in the EIS Section 1.3.5.
2. Due to temporary and permanent lane and exit closures, the commercial and residential districts in Wauwatosa will experience increased truck traffic. WisDOT acknowledges that freeway construction lane and ramp closures will increase traffic on local roads. The impacts of lane and ramp closures will be examined during the next phase of engineering including ways to mitigate these impacts.
The double deck alternative which kept all Hawley Road ramps open was evaluated and strongly considered. However it was not chosen as the preferred alternative because of the additional cost; and the visual and noise impacts to the Soldier's Home National Historic Landmark. WisDOT worked diligently with West Allis to minimize the impact of the decision to modify the Hawley Road interchange. Despite partial loss of access at Hawley there will continue to be Wauwatosa full movement connections to I-94 at 84th/Glenview and 68th street. In addition the stadium freeway provides Wauwatosa connections at Wisconsin Ave and State Street.
3. WisDOT did not study non-expansion options for the corridor including transit options. The environmental process dictates that a wide range of options be considered. WisDOT did consider non-expansion / transit options as part of the study. These alternatives were reviewed but eliminated because these alternatives did not meet purpose and need. Namely they failed to adequately address the existing safety and congestion problems, therefore a detailed analysis was not performed. Transit improvements will again be considered during the traffic mitigation planning (TMP) process. WisDOT will likely fund additional transit service in the I-94 East-West Corridor to mitigate temporary traffic congestion caused by freeway lane closures during project

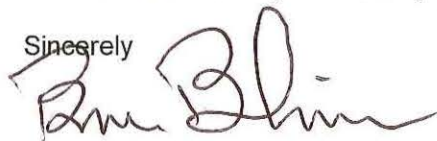
construction. The Department is also actively working in cooperation with Milwaukee County, the City of Milwaukee and Wauwatosa to initiate a study of BRT in the corridor.

4. Wauwatosa requests that WisDOT consider an alternative that repairs the highway with spot improvements. During the study WisDOT used a process for identification, evaluation and analysis of alternatives. An alternative that just performed spot improvements was considered and evaluated. Eventually it was eliminated because it did not meet the purpose and need of the project. A repair alternative with spot improvements would not adequately address the obsolete design of the I-94 corridor which would in turn would fail to improve safety and decrease crashes. This stretch of I-94 was constructed in approximately 1963. The original concrete pavement is now 52 years old. Rehabilitations of the pavement have been done in 1977, 1997, and 2012. The existing pavement is nearing the end of its useful life. We are expecting the existing asphalt overlay to last only 7-10 years. It is not prudent to use public tax dollars on additional rehabilitations with such a short life span.

The remaining schedule for the environmental study includes an anticipated approved Final Environmental Impact Statement (FEIS) by early 2016 and a Record of Decision (ROD) by mid-2016. We appreciate previous and future opportunities to present to Wauwatosa's Traffic and Safety Committee, alderpersons, and yourself. We welcome the opportunity to meet and discuss this project further.

Please contact me if you have any questions or set up a meeting.

Sincerely



Brian Bliesner
WisDOT Southeast Region Project Development Chief

Cc:

Carla Ledesma, Wauwatosa City Clerk
Brett Wallace, WisDOT Southeast Region Director
Sheri Schmit, WisDOT Southeast Region Deputy Director
Jason Lynch, WisDOT Southeast Project Supervisor

Appendix F

Summary of Mitigation Measures

APPENDIX F

Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
Land Use and Land Use Planning	Where it is not possible to remain within existing right-of-way, FHWA and WisDOT would compensate property owners in accordance with applicable laws and regulations for land acquired from residences, businesses, utilities, and institutions (see Sections 3.4.3, 3.5.3, 3.6.4, and 3.7.3). Some land currently used as highway right-of-way may potentially no longer be needed as right-of-way. WisDOT may declare the land excess right-of-way, and it could be converted to a different land use.
Transportation Service	<p>Section 3.27, Construction, describes measures to manage congestion during construction, which would be a result of lane closures on I-94 and adjacent local streets. WisDOT will develop a transportation management plan (TMP) to coordinate and manage impacts associated with construction.</p> <p>As part of the preferred alternative in the west segment, WisDOT would construct some off-interstate improvements to mitigate the traffic impacts of partially closing the Hawley Road interchange (Exhibit 2-9). The improvements are extending Washington Street to make it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange and improvements at three local road intersections to improve local road operations under the partial closure of the Hawley Road interchange.</p> <p>Existing Washington Street is about 0.5-mile south of I-94 and currently intersects with 70th Street and dead ends a few blocks to the east. It provides access to several businesses. A new Washington Street alignment would be constructed to provide a connection between 70th Street and Hawley Road/60th Street (Exhibit 2-10). Connecting 70th Street to Hawley Road/60th Street via Washington Street would provide convenient access to and from Hawley Road from the 68th Street/70th Street interchange for traffic that would no longer be able to enter I-94 eastbound or exit from I-94 westbound at Hawley Road.</p> <p>In addition to the Washington Street connection, WisDOT has identified three local road intersections for improvements to mitigate traffic congestion because of the partial closure of the Hawley Road interchange. Each of the intersections would see a modest increase in traffic volumes as a result of the access change at Hawley Road. The following are the local road intersections:</p> <ul style="list-style-type: none"> • 70th Street/Greenfield Avenue (Exhibit 2-11) • National Avenue/Greenfield Avenue (Exhibit 2-12) • Miller Park Way/National Avenue (Exhibit 2-13) <p>At the 70th Street/Greenfield Avenue intersection, WisDOT would restripe the existing lane configuration to extend the southbound left-turn lane and improve the traffic signals to improve traffic operations. No right-of-way would be required for the improvements (Exhibit 2-11).</p> <p>At the National Avenue/Greenfield Avenue intersection, WisDOT would restripe the existing lane configuration and improve the traffic signals. Along National Avenue, northeast-bound National Avenue would be restriped to provide for a combined left and through lane, along with a right-turn lane. This improvement would eliminate approximately 100 feet of on-street parking (about five parking spots). For southwest-bound National Avenue, a combined left and through lane, along with a right-turn lane, would be provided. This improvement would eliminate approximately 150 feet of on-street parking. Along Greenfield Avenue, a left-turn lane and a combined through and right-turn lane would be provided in each direction. This would result in the loss of about 70 feet of parking along westbound Greenfield Avenue (Exhibit 2-12).</p>

APPENDIX F

Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
	<p>At the Miller Park Way/National Avenue intersection, WisDOT would restripe traffic lanes and improve traffic signals. A second left-turn lane would be added to both northbound Miller Park Way and westbound National Avenue. Along National Avenue, west of Miller Park Way, the second westbound through lane would be extended by 500 feet to a spot between 45th and 46th Streets. In addition, a right turn lane would be provided from westbound National Avenue to the VA entrance at General Mitchell Boulevard/47th Street. This was requested by the VA to improve access to its campus, and it would improve traffic operations along National Avenue (Exhibit 2-13).</p> <p>WisDOT and FHWA will coordinate with Canadian Pacific Railway to minimize interruptions to rail service while replacing the I-94 bridge over the Canadian Pacific Railway. WisDOT and FHWA will also work with MCTS to minimize disruption to its routes during construction.</p>
Utilities	<p>WisDOT will compensate utilities for relocating their facilities, if required. Most utilities that are currently in WisDOT's right-of-way would be moved by the utility companies without compensation from WisDOT. WisDOT and FHWA will continue coordinating with utilities, municipalities, and the county to avoid or minimize interruptions in service during construction.</p>
Residential Development	<p>Where it was not possible to avoid residences, federal property acquisition law provides for payment of just compensation for residences displaced for a federally funded transportation project (Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended [Uniform Act]). Acquisition price, replacement dwelling costs, moving expenses, increased rental or mortgage payments, closing costs, and other relocation costs are covered for residential displacements.</p> <p>Under state law, no person or business would be displaced, unless a comparable replacement dwelling, business location, or other compensation (when a suitable replacement business location is not available) would be provided. Compensation is available to all displaced persons without discrimination. Prior to appraisals and property acquisition, an authorized relocation agent would interview each owner and renter to be relocated in order to determine their needs, desires, and unique situations associated with relocating. The agent would explain the relocation benefits and services each owner may be eligible to receive.</p> <p>Property acquisitions not involving residential, business, or other building relocations are also compensated in accordance with state and federal laws. Before initiation of property acquisition, WisDOT provides information explaining the acquisition process and the state's Eminent Domain Law under Section 32.05, Wisconsin Statutes. A professional appraiser inspects the property to be acquired. Property owners are invited to accompany the appraiser to ensure that full information about the property is taken into consideration. Property owners may also obtain an independent appraisal. Based on the appraisal, the value of the property is determined and that amount offered to the owner. If agreement on fair market value cannot be reached, the owner would be advised of the appropriate appeal procedure.</p> <p>A search of available housing from local realtor listings in June 2015 reported over 70 homes of similar price (\$50,000 to \$200,000) to those that would be displaced, within roughly 1 mile of I-94 west of US 41/Miller Park Way (www.shorewest.com; accessed June 2015). A search of replacement rental housing revealed 25 rental properties similar to the units that would be displaced in the east segment. One-, two-, and three-bedroom units are within study area ZIP codes (53215, 53214, 53213, 53208, and 53233), starting at \$400 per month. Replacement rental housing available includes duplexes and apartment buildings.</p>

APPENDIX F

Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
	<p>Septic tanks, drain fields, or wells on acquired properties would be abandoned in accordance with state regulations and local zoning standards. WisDOT will survey all buildings to be demolished to determine whether asbestos or lead paint is present. All appropriate and applicable engineering and regulatory controls will be followed during the handling and disposal of asbestos-containing material and lead-based paint. Contractors must comply with regulations of the United States Environmental Protection Agency (USEPA); National Emission Standards for Asbestos; the Occupational, Safety, and Health Administration regulations on asbestos removal; local government regulations; and all other applicable regulations. The most recent editions of all applicable standards, codes, or regulations shall be in effect. Persons performing asbestos abatement must comply with all training certification requirements, rules, regulations, and laws of the State of Wisconsin regarding asbestos removal.</p> <p>Before a contractor demolishes a building that may contain or is known to contain asbestos, the contractor must notify the Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Health and Family Services at least 10 working days before starting the work, using WDNR Form 4500-113: “Notification of Demolition and/or Renovation and Application for Permit Exemption.”</p> <p>Demographic data for the areas in which residential displacements would occur do not indicate age, disability, or income characteristics that would require special relocation consideration or services. WisDOT also coordinated with potential relocated residents prior to and during public meetings and no needed special relocation considerations or services were identified at those times. If unusual circumstances were to arise during real estate activities, WisDOT real estate personnel would be available to provide appropriate relocation services.</p> <p>During the project’s final design phase, WisDOT will design lighting in such a way to minimize the amount of freeway lighting that enters adjacent residential neighborhoods.</p>
Commercial and Industrial Development	<p>Where it was not possible to avoid properties, commercial and industrial acquisitions and relocations would be in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. In addition to providing just compensation for property acquired, additional benefits are available to eligible displaced businesses, including relocation advisory services, reimbursement of moving expenses, and down-payment assistance. Under state law, no person would be displaced unless a comparable business location or other compensation (when a suitable business location replacement is not practical) is provided. Compensation is available to all displaced businesses without discrimination.</p> <p>Before initiating property acquisition activities, property owners would be contacted and given a detailed explanation of the acquisition process and Wisconsin’s Eminent Domain Law under Section 32.05, Wisconsin Statutes. Any property acquired would be inspected by one or more professional appraisers. The property owner would be invited to accompany the appraiser during the inspection to ensure that the appraiser is informed of every aspect of the property. Property owners will be given the opportunity to obtain an appraisal by a qualified appraiser that will be considered by WisDOT in establishing just compensation. Based on the appraisal, the value of the property would be determined and that amount offered to the owner.</p> <p>Before a contractor demolishes a building that may contain or is known to contain asbestos, the contractor must notify WDNR and the Wisconsin Department of Health and Family Services at least 10 working days before starting the work, using WDNR Form 4500-113: “Notification of Demolition and/or Renovation and Application for Permit Exemption.”</p>

APPENDIX F

Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
	<p>There are no known age, ethnic, handicapped, or minority characteristics that would require special relocation consideration for any business displacement. There are three businesses that would be potentially difficult to relocate. Monreal's Encore Gentlemen's Club, an adult entertainment club, requires an adult entertainment license to operate. The adult entertainment license is applied for by the owner/tenant at the time of application. The application process may add several months to a year to the relocation process for this particular business, and it historically has been difficult for such businesses to find new locations. Badger Truck Center, Inc., and Central Bark Doggy Day Care are franchisee establishments that operate within a designated territory. As part of their franchise agreements, they are not allowed to relocate within a specified distance of another franchisee.</p> <p>A search of a commercial realty website in June 2015 listed more than 32 commercial/industrial locations in the City of Milwaukee that would be adequate replacement sites for some businesses that would be displaced as a result of the project (NAI MLG Commercial, Inc.). There is one walk-in medical clinic (Concentra Urgent Care) and one veterinary office (St. Paul Veterinary Clinic) that would be displaced. A search of a commercial realty website in June 2013 listed 12 medical offices available for lease. One gas station/convenience store (BP Pantry 41) in the project area may be displaced. A search in June 2013 listed three gas stations for sale in the City of Milwaukee, two of which are next to freeways, and two properties not currently gas stations that could be retrofitted to serve as gas stations (LoopNet, Inc.).</p> <p>Based on the listings, there is a sufficient amount of available properties for displaced businesses. However, the availability of vacant commercial and industrial locations is always in flux. As businesses relocate in the future, the number of business and commercial listings may change, but it appears likely that sufficient replacement business buildings will be available when required.</p> <p>Under the At-grade alternative, with either no interchange at Hawley Road or a half interchange at Hawley Road, WisDOT would modify the I-94 signage along key arterials to direct drivers to the 68th Street/ 70th Street interchange or the Stadium Interchange. If needed, traffic calming measures could be installed along residential streets adjacent to the Hawley Road interchange, like Main Street and Adler Street south of I-94 and Dixon Street north of I-94.</p> <p>As part of the preferred alternative in the west segment, WisDOT would construct some off-interstate improvements to mitigate the traffic impacts of partially closing the Hawley Road interchange. The improvements are extending Washington Street to make it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange and improvements at three local road intersections to improve local road operations under the partial closure of the Hawley Road interchange.</p>
Institutional and Public Services	<p>WisDOT and FHWA will compensate Girl Scouts of America for any land acquired as part of the project. WisDOT and FHWA will replace or compensate the Stadium District for Miller Park parking spaces that are lost, if any, and compensate the Stadium District for land that is acquired. WisDOT and FHWA will continue working with the Stadium District and the Milwaukee Brewers to develop a plan to efficiently unload the parking lots after games, while improving I-94 capacity and safety.</p> <p>As requested by the VA (Appendix D, letter D-27), WisDOT and FHWA will maintain the Zablocki Drive connection between Bluemound Road and the VA Campus. The VA noted that this northern access route improves safety and traffic congestion on the VA Campus and allows for an additional evacuation route. It also provides access to the portion of Wood National Cemetery north of I-94. Additionally, the VA asked that the Zablocki Drive access remain separate from Mitchell Boulevard due to conflicts during Miller Park events. All alternatives maintain this northern connection separate from Mitchell Boulevard. See Sections 3.23.3,</p>

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	<p>Cemeteries; 3.24.4, Historic Properties; and Section 4.5 of the Final Section 4(f) Evaluation for additional mitigation measures for the VA Campus.</p> <p>The Washington Street extension would help mitigate the partial loss of freeway access for the Hunger Task Force. Access from the Hunger Task Force to I-94 eastbound could be achieved by driving south on Hawley Road/60th Street to the Washington Street extension, turning west on Washington Street to 70th Street, and driving north to the 68th Street/70th Street interchange (Exhibit 3-26). Additionally, traffic from the Hunger Task Force could travel north on Hawley Road to Wisconsin Avenue to access US 41 and subsequently I-94.</p> <p>The Washington Street extension would mitigate the traffic impacts on other institutions (VA, cemeteries, and emergency services) of partially closing the Hawley Road interchange by making it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange. Connecting 70th Street to Hawley Road/60th Street via Washington Street would provide convenient access to and from Hawley Road from the 68th Street/70th Street interchange for traffic that would no longer be able to enter I-94 eastbound or exit from I-94 westbound at Hawley Road.</p> <p>The elimination of some parking from the Miller Park parking lots could be mitigated through the construction of parking structures onsite or building more of the proposed roadways over the parking lots on structure (bridges) to provide for parking under the bridges. Additional new parking spaces, about 400 spaces, could be located on existing open land or existing WisDOT right-of-way that would no longer be required.</p> <p>WisDOT would likely build a Service Facility in the Milwaukee area to replace the 60th Street building.</p>
Socioeconomic Characteristics	<p>WisDOT will continue to coordinate with communities during future design phases for a preferred alternative. Improved travel reliability and safety in the study corridor can also support local economic development efforts, which can help offset unavoidable impacts to the local tax base.</p> <p>The Washington Street extension would mitigate the traffic impacts of partially closing the Hawley Road interchange by making it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange. Connecting 70th Street to Hawley Road/60th Street via Washington Street would provide convenient access to and from Hawley Road from the 68th/70th Street interchange for traffic that would no longer be able to enter I-94 eastbound or exit from I-94 westbound at Hawley Road.</p>
Visual Character/Aesthetics	<p>On previous WisDOT Southeast Freeways projects, such as the Marquette Interchange, I-94 North-South Corridor, and Zoo Interchange, community sensitive design (CSD) efforts during final design identified concepts for visual benefits and minimization of impacts resulting from a larger-scale freeway. As part of the 2015-2017 State of Wisconsin budget, funding is no longer available for CSD efforts.</p> <p>Mitigation measures included in the previous projects that could serve as mitigation on this project include the following:</p> <ul style="list-style-type: none"> At the ends of streets that dead end at I-94, install screening or plant vegetation to screen or block views.

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	<ul style="list-style-type: none"> Where there is room in the right-of-way near residences, consider installing screening or planting vegetation to screen or block views. To reduce the size and contrast of large-scale features, such as the structure wall, plant trees next to the structures to “soften” views of it, or between the structures and viewers to screen or block views of it. Use trees/shrubs where possible to screen/diminish the size of north-facing walls of the double deck. Plant evergreen shrubs and/or small trees in the area south of Story Parkway to block leaf-off views. <p>Consider reinforcing a feeling of community by working with community/neighbors to devise a roster of potential plants.</p>
Surface Water and Fishery	<p>In the study phase, various stormwater BMPs were evaluated. During the next subsequent project design phases, best management practices will be further refined in coordination with WDNR, local municipalities, and MMSD to meet all required guidelines for a federally funded project.</p> <p>WisDOT will work with communities and MMSD during the project’s final design phase to calculate stormwater measurements and to address stormwater management, both from a water quality and water quantity standpoint. WisDOT will further assess the water quality and quantity management options during the final design phase. WisDOT will comply with Wisconsin Administrative Code TRANS 401 and WisDOT’s <i>Memorandum of Understanding on Erosion Control and Stormwater Management</i> with WDNR. WisDOT will engage in further discussions with WDNR, MMSD, and other partner communities during design to identify additional stormwater management measures that may be cost-effective to implement, consistent with WisDOT’s stormwater management policies.</p> <p>WisDOT would implement stormwater management techniques for the Modernization Alternatives. Per WDNR’s request, the project’s conceptual stormwater management plan should evaluate the impact of runoff release rates for 100-year and 2-year storm events.</p> <p>The Modernization Alternatives will increase impervious area and therefore increase the amount of stormwater runoff from I-94 and the local roadway system. However, the alternatives will also provide the opportunity for BMPs to treat the runoff and bring I-94 and the local roadway system in compliance with Wisconsin’s stormwater management regulations that limit the amount of pollution in runoff.</p> <p>BMPs can be used for stormwater management. BMP options are described in the following list and shown in Exhibit 3-32. For the purpose of this evaluation, the variety of stormwater BMPs are discussed as potential, but for water quality and quantity modeling, wet stormwater retention basins were used as the most practical and efficient practice.</p> <p>The following are the BMP options:</p>

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	<ul style="list-style-type: none"> Retention Basins (Wet Detention Basins)—Retention basins have a permanent pool of water year-round. The permanent pool allows pollutant particles in stormwater runoff to settle over an extended period of time. Nutrient uptake also occurs through increased biological activity. Dry Detention Basins—A dry detention basin typically is designed to store runoff and discharge it slowly to reduce the peak discharge downstream. As normally designed, the basins typically have little effect on the volume of stormwater released to the receiving water. Peak flow reduction is often accomplished through use of a multistage outlet structure that allows increased discharge as water levels in the basin increase. Infiltration Devices—Infiltration can be achieved through use of trenches or grass swales. Infiltration devices are used to slow the water flow so that more water is absorbed into the ground and more pollutants are removed from runoff. Due to the potential extent of contaminated soils throughout this project area, the use of infiltration devices may be discouraged. Grass-lined Ditches—This BMP generally helps reduce suspended solids to meet the regulatory goal of TRANS 401, which outlines stormwater management and erosion control procedures for WisDOT projects. Trapezoidal Swale through Infield—This BMP combines grass ditch treatment with peak flow reduction and is considered the same level of suspended solid control as grass ditches. Vegetated Rock Filters—This BMP may be used at outfalls to waterways or anywhere concentrated runoff leaves the right-of-way. It is similar in concept to a level spreader, which attempts to reintroduce sheet flow and also provides a small amount of peak flow and volume reduction. Swale Blocks/Ditch Checks—Swale blocks/ditch checks are small earthen berms constructed in the bottom of a ditch at regular intervals to detain runoff from frequent storms. This BMP provides peak flow reduction and may provide infiltration benefits depending on soil conditions. In-line Storage—This method is not desirable from a water quality standpoint, but would manage water quantity. Storm sewer pipes would be designed larger than normal to provide storage in the sewer during rain, then the water is gradually released after the rain ends. Biofiltration Basins—Biofiltration basins are similar to infiltration devices and appear from the surface to look like a garden area. They use engineered soil, underdrains, native vegetation, and shallow detention to allow flows to be stored on the surface and slowly infiltrate to the subsoils or in cases of contaminated or poorly drained soils, drain through underdrain to a storm sewer. In narrow or restricted land space areas, stormwater biofiltration systems may be used within ditch areas, between mainline and frontage road lanes, or within ramp areas.

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	<p>To comply with State Statute 87.30 and NR 216¹ and to address concerns raised by MMSD, WisDOT, and FHWA are investigating retention/detention basins to manage stormwater from the proposed improvements. The retention/detention ponds would also improve water quality by allowing solid pollutants (sand, grit, etc.) to settle out of the water before it flows into storm sewers or streams. If the retention/detention ponds are built, WisDOT will provide landscaping around the pond. Potential locations for retention/detention basins include the following:</p> <ul style="list-style-type: none"> • West segment (Exhibit 3-33a)—Biofiltration basins or retention basins may be placed between the ramps at the 68th Street/70th Street interchange. A few opportunities for retention are provided at the Hawley Road interchange, within the infields, east of Hawley Road, north of I-94, and potentially south of I-94. Stormwater from I-94 in the area through the cemeteries would be best served using storm sewer conveyance to the ponds at Hawley Road. • East segment (Exhibit 3-33b)—Stormwater retention basins within the Stadium Interchange may be located between the freeway and ramps or under bridges within the WisDOT right-of-way. Two vacant MMSD parcels east of the Stadium Interchange may serve as potential locations for retention basins. East of the Stadium Interchange, stormwater retention basins may be located within areas of the existing I-94 alignment where the proposed roadway is off-alignment. Areas under bridges may also be used for stormwater retention and also provide the additional benefit of shading and reducing thermal pollution to the streams. WisDOT will consider using permeable pavement in areas of the Miller Park parking lot that need to be reconstructed as a result of the project. <p>The MMSD is developing TMDL limits on behalf of WDNR for the watersheds within the Milwaukee area, including the Menomonee River and its tributaries. TMDL is the maximum amount of a pollutant that a water body can receive and still safely meet water quality standards. The TMDL pollutants of interest are fecal coliform bacteria, phosphorus, and sediment. USEPA anticipates approving a TMDL Implementation Plan to meet water quality standards in the Milwaukee River watershed in late 2015. Additionally, USEPA is planning to update standards for post-construction stormwater runoff volumes. WisDOT has coordinated with MMSD and WDNR regarding the current status of TMDL requirements and other standards that may be implemented in the future, but will continue to comply with current TRANS 401 requirements for stormwater management.</p> <p>In evaluating the proposed stormwater retention and/or biofiltration device locations, special consideration was given to address the removal of not only total suspended solids, but also phosphorus and fecal coliform bacteria. In the attempt to achieve a significant removal rate of each of the constituents, a secondary benefit of volumetric control results. The volume stored during the critical time period of the Menomonee River addresses concerns raised by MMSD regarding volumetric releases to the river.</p> <p>East of about 38th Street, I-94 drains to a combined sanitary and storm sewer system. The drainage design team evaluated separating the freeway stormwater runoff from the combined sewer, with the desire to drain the treated runoff from the proposed stormwater ponds to the Menomonee River. A few potential obstacles were identified. The Menomonee Valley is adjacent to the freeway. The Valley has historically been used as a rail yard with tracks existing to this day. Potentially hazardous soils and materials are located</p>

¹ NR 216 says that WisDOT bridge “construction may not cause any obstruction to flood flows.”

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	<p>throughout the valley area and could be situated between the freeway and the future storm sewer outfalls to the Menomonee River. There is potential for the Modernization Alternatives to avoid conveyance to the river to provide the water quality/quantity controls within the WisDOT right-of-way and adjacent available open space.</p> <p>The Marquette Interchange Project introduced the stormwater management strategy (Marquette Approach) of separating the “first flush” or low flows of storm events to the combined sewer and allowing the higher and cleaner flows to discharge to the river. This was seen as a win-win approach because MMSD would still treat the portion of stormwater runoff with the highest pollutant levels, but not be overtaxed with the higher flows. This example may be evaluated for this project during a later phase when the extent of contamination within the Menomonee Valley can be more adequately assessed. MMSD’s comments on the Draft EIS encouraged WisDOT to follow the Marquette Interchange approach. TMDL’s may offer a new challenge that should be evaluated with the Marquette Approach, as well as the costs involved in installing additional storm sewer to route the higher flows to the river.</p>
Environmental Corridors and Natural Areas	<p>There are no feasible Stadium Interchange options that could completely avoid impact to the linear primary environmental corridor. Alternatives were designed to minimize impacts to the primary environmental corridor in this location by clear spanning it.</p>
Wetlands	<p>Presidential Executive Order 11990, Protection of Wetlands, requires federal agencies to avoid, to the extent practicable, long- and short-term adverse impacts associated with the destruction or modification of wetlands. More specifically, the order directs federal agencies to avoid new construction in wetlands unless there is no practicable alternative. The order states that where wetlands cannot be avoided, the proposed action must include all practicable measures to minimize harm to wetlands.</p> <p>The Clean Water Act’s Section 404(b)(1) <i>Guidelines for Specification of Disposal Sites for Dredged or Fill Material</i> (40 CFR Part 230) are administered by USEPA and the Corps of Engineers. The guidelines state that dredged or fill material should not be discharged into aquatic ecosystems (including wetlands), unless it can be demonstrated that there are no practicable alternatives to such discharge, that such discharge will not have unacceptable adverse impacts, and that all practicable measures to mitigate adverse impacts are undertaken.</p> <p>Compensation for unavoidable wetland loss will be carried out in accordance with the <i>Wisconsin Department of Transportation Wetland Mitigation Banking Technical Guideline</i> developed as part of the WisDOT/WDNR Cooperative Agreement on Compensatory Wetland Mitigation and the regulations for compensatory wetland mitigation issued jointly by the Corps of Engineers and USEPA in May 2008 (33 CFR § 325, 33 CFR § 332, and 40 CFR § 230 [April 10, 2008]). A wetland mitigation plan will be developed during the project’s final design phase, in consultation with state and federal agencies.</p> <p>The guideline provides ratios for wetland replacement versus wetland loss depending on where the mitigation is to be provided. The replacement ratios increase with the mitigation site’s distance from the impacted wetland. The guideline specifies a replacement ratio of 1.5 acres of replacement wetland for each acre lost, when a wetland mitigation is performed onsite or nearby for a specific project. Onsite or near-site opportunities were not considered for this project because it is not cost-effective to develop a 0.6-acre wetland mitigation site.</p> <p>For cases in which onsite or near-site opportunities for wetland mitigation are not available, WisDOT can debit the wetland loss at the closest established wetland mitigation bank. WisDOT has an established statewide wetland mitigation bank in Walworth County that</p>

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	<p>has remaining acreage available for credit. Debiting wetland acreage credits from this bank will be used to mitigate the wetland losses from the project, which would be in accordance with the terms of the guideline. The Walworth County site is not in the same watershed as the project.</p>
Threatened and Endangered Species	<p>Prior to construction, WisDOT will consult with WDNR in accordance with the <i>DOT/DNR Cooperative Agreement Memorandum of Understanding On Endangered and Threatened Species Consultation</i> to develop appropriate measures to mitigate potential adverse impacts to state listed species, oak woodland/southern dry-mesic forest, and fish within the Menomonee River. During final design, the area of impact to potential habitats as identified in the field survey will be determined. WisDOT and WDNR will consult on additional species surveys, as needed. If a listed threatened or endangered species is present and cannot be avoided, WisDOT and WDNR will initiate incidental take consultation in accordance with the Wisconsin Statute 29.604 "Endangered and threatened species protected." The statute requires a consideration of mitigation measures to reduce the impact and a public notice before the permit can be issued.</p> <p>Bridges and culverts will be inspected to determine if any migratory birds are present. If swallows are present in the study area, WisDOT will remove their nests from the underside of bridges prior to construction, between August 20 and May 15. The nests are unoccupied during this period. After swallow nests are removed, WisDOT will place nets under the bridge to keep swallows from re-establishing nests on bridges that are going to be removed.</p> <p>Following FHWA's User's Guide, WisDOT made an effect determination that the project "may affect, not likely to adversely affect" the northern long-eared bat. All potential avoidance and minimization measures were developed and proper documentation was submitted to USFWS on December 18, 2015. After the 14-day evaluation period for the submittal form no further notification was received from USFWS. This indicates the project may proceed as planned.</p> <p>Avoidance and minimization measures to limit impacts to the northern long-eared bat include modifying all aspects of the project to avoid tree removal in excess of what is required to implement the project safely. Tree removal to potential habitat will occur outside of the active season and areas will be clearly marked to stay within limits. Bridge surveys will be conducted no more than 7 days prior to the start of construction to ensure northern long-eared bats have not started to use the structure. To minimize potential indirect effects on bats or aquatic insects which may provide forage, WisDOT will implement erosion, sediment, and stormwater controls to protect water quality, wetlands, and streams. Where feasible, vegetated swales will be used to assist with filtering sediment and other pollutants from roadside drainage. Temporarily disturbed areas created from construction activities will be revegetated. To minimize potential effects on air quality, construction contractors will use proactive measures to prevent discharges of dust into the atmosphere that may unreasonable interfere with the public and adjacent properties or may be harmful to plants and animals.</p>
Noise	<p>Based upon the requirements of 23 CFR 772 and within the framework of <i>Facilities Development Manual</i> 23, Noise, various methods were reviewed to mitigate the noise impact of the proposed improvements. Among those considered were restricting truck traffic to specific times of the day, prohibiting trucks, altering horizontal and vertical alignments, property acquisition for construction of noise barriers or berms, property acquisition to create buffer zones to prevent development that could be adversely impacted, soundproofing public use or nonprofit institutional buildings (Land Use Activity Category D only), berms, and sound barriers.</p>

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	<p>Restricting or prohibiting trucks is counter to the project's purpose and need. Design criteria and recommended termini for the proposed project preclude substantial horizontal and vertical alignment shifts that would produce noticeable changes in the projected acoustical environment. Due to right-of-way limitation, the construction of noise berms is neither feasible nor reasonable. Sound-proofing was not considered because there are reasonable and feasible exterior measures. Therefore, only the construction of noise barriers was reviewed. Abatement is recommended only when it is feasible and reasonable to construct a noise barrier.</p> <p><i>Facilities Development Manual 23, Noise</i>, has established criteria for determining feasibility and reasonableness and is summarized as follows:</p> <ul style="list-style-type: none"> • The barrier must provide at least 5-dB reduction to be considered feasible. • One receptor or common use area must meet the 9-dB design goal for the noise barrier to be considered for reasonableness. • A noise barrier must reduce noise levels by at least 8 decibels for a receptor or common use area to be considered as benefited for the purposes of determining reasonableness. The total cost of the barrier may not exceed \$30,000 per abutting residence. • If a common noise environment exists within the project termini, cost-averaging of multiple barriers within the common noise environment may occur as part of the reasonableness determination. Noise barriers exceeding \$60,000 per benefited receptor cannot be included in the cost averaging. The order of cost averaging of eligible multiple barriers will start with the most cost-effective noise barrier increasing to the second most cost-effective barrier to the third, etc., until the average cost approaches or equals but does not exceed \$30,000 per benefited receptor. The noise barriers included in the cost averaging may be carried forward for a determination of whether they will be incorporated into the project. The department must receive a vote of support for the project from a simple majority of all votes cast by the owners or residents of the benefitted receptors <p>A total of 10 noise barriers were analyzed for seven residential areas and three cemeteries abutting the corridor that would be exposed to noise levels that approach or exceed the noise level criteria for considering barriers for the At-grade and On-alignment alternative (preferred alternative). The Double Deck and Off-alignment alternative (not identified as the preferred alternative) had an additional residential area exposed to noise levels that approach or exceed the noise level criteria for considering barriers, resulting in a total of 11 noise barriers being analyzed for that alternative. A summary of the noise barriers is presented in Table 3-30. Detailed information on the noise barriers for the preferred alternative is presented in Table 3-31 while the information for the alternatives not identified as the preferred alternative are presented in Appendix B as Tables B-4 to B-7. Table 3-32 and the appendix presents the results of the noise barrier analysis, including barrier location, future Leq(1h) noise levels without and with a barrier, barrier length and height, estimated cost, number of residential units benefited, noise reduction provided by the barrier, and cost per residential unit for each alternative.</p> <p>The final step in the reasonableness determination is to cost average³ the multiple noise barriers within the common noise environment on all noise barriers costing less than \$60,000 per unit. As shown in Table 3-30 there was no need for cost averaging</p>

³ If a common noise environment exists within the project termini, cost averaging of multiple barriers within the common noise environment may occur as part of the reasonableness determination. A common noise environment is a group of receptors within the same Land Use Category listed in FDM 23-30 Table 2.1 (Noise Level Criteria For Considering Barriers), that are exposed to similar noise sources

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	<p>for the At-grade (No Hawley Road interchange) alternative with the On-alignment alternative (6 barriers). Cost-averaging for the At-grade (half interchange at Hawley Road) alternative with the On-alignment alternative provided cost reasonableness for one additional barrier for a total of 6 (preferred alternative). Cost averaging for the Double Deck all up and partially down options with the Off-alignment alternative provided cost reasonableness for three additional barriers and four additional barriers, respectively, for a total of 7 barriers for each alternative. There was no need for cost averaging for the Preferred Alternative (6 barriers).</p> <p>The noise analysis for the Washington Street extension identified 7 receivers representing 97 residences along 60th Street/Hawley Road and 70th Street for the Washington Street connection project. The total length of noise barriers along 60th Street and 70th Street would be 5,280 ft. The noise barriers would have to be located between the local streets and the sidewalks on local community rights-of-way not owned by the Department. Many of the residences along 60th and 70th Streets have driveway access. When taking into account driveway access and cross street intersections the barrier coverage would be reduced by 24%. The reduction in coverage due to multiple access points would make it impossible to design a noise barrier that would meet WisDOT's 5 dB insertion loss criteria for feasible noise mitigation.</p> <p>WisDOT is in the process of implementing the AASHTO Load and Resistance Factor Design (LRFD) Bridge Design Specifications, 7th Ed., 2014 (AASHTO Specifications) which address structure-mounted noise barriers with regards to crashworthiness and safety issues below the noise barriers. Placement of noise barrier walls on bridges that do not meet the requirements of the AASHTO LRFD Bridge Design Specification should be avoided if possible.</p> <p>Presently there is only one proprietary noise barrier product that meets the AASHTO LRFD Bridge Design Specifications. A full height noise barrier constructed on the bridge using this product would increase the cost per benefited receptor above WisDOT's reasonableness criteria based on the field cost of this product being used by other State Highway Agencies. Other priority noise barriers meeting AASHTO LRFD Bridge Design Specifications could be developed, tested and approved, along with an updated, less expensive version of the existing proprietary noise barrier before final design is completed and construction commences for this project. The Department will continue to monitor the development of new noise barrier products and explore all available options to design and construct noise barriers on bridges over the local streets crossed by the project that meet the AASHTO LRFD Bridge Design Specifications.</p> <p>Table 3-32 (preferred alternative) and Tables B-8 to B-11 in Appendix B (other alternatives) present the results of noise barrier analysis for each segment with the noise barriers removed from the bridges. Note that these tables only show the potential noise barriers that would need to be constructed partially on bridges. For the preferred alternative, 5 of the 6 barriers considered reasonable and feasible in Table 3-31, would remain reasonable and feasible with the noise barriers removed from bridges. The one noise barrier that would no longer be considered reasonable and feasible would be Barrier Number 2 located south of I-94 between 70th Street and Hawley Road. It would no longer be reasonable and feasible because the cost per benefitted unit would exceed reasonableness criteria (Table 3-32).</p>

and levels, traffic volumes, traffic mix, and speed, and topographic features. Generally, common noise environments occur between two secondary noise sources such as interchanges, intersections and cross-roads. See FDM 25-35-15 for more information.

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	<p>Based on the study and as shown in Table 3-32, WisDOT is likely to incorporate the feasible and reasonable noise barriers for the preferred alternative, less the noise barrier sections on structure, into the project. During the final design phase of the project as the roadway profiles, bridge parapets, and retaining walls are more accurately defined relative to the surrounding areas, the location of feasible and reasonable noise mitigation will be reassessed. During final design all options to meet the AASHTO recommendations will be explored in an attempt to install noise barriers on the bridges. If final design results in substantial changes in roadway design from the conditions modeled for the Draft EIS or Final EIS, noise abatement measures will be reviewed. A final decision on the installation of abatement measures will be made upon completion of the project's final design and through the public involvement process, which will solicit the viewpoints of residents and property owners benefited by the construction of the feasible and reasonable noise barriers.</p>
Hazardous Materials	<p>During design, WisDOT will develop remediation measures for contaminated sites that cannot be avoided. Disturbance near potentially contaminated sites will be minimized to the extent possible and practicable. As applicable, the contract special provisions will include a Notice to Contractor describing the potential contamination with names and locations of sites. The areas of potential contamination will be marked on the plan sheets with reference to check the Notice to Contractor in the special provisions.</p> <p>The regional WisDOT office will work with concerned parties to ensure that disposition of any petroleum contamination is resolved to the satisfaction of WDNR, WisDOT, and FHWA before acquisition.</p> <p>During the project's real-estate acquisition phase, WisDOT will survey all buildings and structures that need to be demolished to determine whether asbestos or lead-based paint is present. All appropriate and applicable engineering and regulatory controls will be followed during the handling and disposal of asbestos-containing material and lead-based paint. Contractors must comply with USEPA regulations; National Emission Standards for Asbestos; the Occupational, Safety, and Health Administration regulations on asbestos removal; local government regulations; and all other applicable regulations. The most recent editions of all applicable standards, codes, or regulations shall be in effect. Additionally, any person performing asbestos abatement must comply with all training certification requirements, rules, regulations, and laws of the State of Wisconsin regarding asbestos removal.</p> <p>Special provision 203-005, bid item 203.0210s, will be included in the construction plans to address asbestos abatement. The contractor will be responsible for completion of the Notification of Demolition and/or Renovation (WDNR Form 4500-113).</p>
Cemeteries	<p>WisDOT would maintain Zablocki Drive access across I-94. The At-grade alternative (preferred alternative) will continue to provide access to Wood National Cemetery (and the VA Campus in general). Westbound I-94 traffic would still be able to reach Mitchell Boulevard directly via a new frontage road north of I-94, which would pass over Yount Drive and connect to Mitchell Boulevard near the existing westbound I-94 exit ramp. For drivers on westbound I-94, this connection would provide access to Wood National Cemetery that is similar to existing access. Eastbound traffic will exit to 44th Street, and then reach Mitchell Boulevard by way of Selig Drive. A wall would be built on the south side of I-94 to partially screen views of I-94 from Wood National Cemetery (see Section 3.24.3). The existing wood fence on the north side of I-94 would be replaced with a fence/wall of a similar height.</p> <p>If the Double Deck alternative had been identified as the preferred alternative, WisDOT and FHWA would have had to coordinate with the VA's National Cemetery Administration during final design to develop a way to provide adequate turf in areas of Wood</p>

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Resource	Measures to Mitigate Adverse Effects
	<p>National Cemetery that would have been shaded for all or most of the year. Potential mitigation options included developing an appropriate grass seed mixture and drainage improvement.</p> <p>WisDOT and FHWA will continue to work with the National Cemetery Administration to determine the impacts of vibration from I-94. If grave markers in Wood National Cemetery are out of alignment due to construction vibration, WisDOT will fund a “raise and realignment” effort to National Cemetery Administration standards (see Section 3.24.3).</p> <p>Further measures to minimize and mitigate impacts to the Wood National Cemetery (as a contributing element of the Soldiers’ Home NHL) and Calvary Cemetery (eligible for listing on the National Register of Historic Places) are discussed in Sections 3.24.3 and 3.24.4.</p> <p>No mitigation measures are planned for the Beth Hamedrosh Hagodel, Spring Hill, or Anshai Lebowitz cemeteries; however, coordination with all cemeteries near the project will continue throughout the design process and into construction.</p> <p>Per the project’s Programmatic Agreement, if human remains are inadvertently/accidentally discovered during implementation of the project, all ground disturbing activities in the immediate area of the discovery shall halt until the following actions have been carried out, in accordance with Wisconsin Statute 157.70 and the Native American Graves Protection and Repatriation Act, as required. WisDOT shall immediately implement measures to protect the human remains from inclement weather and vandalism, and notify appropriate law enforcement officials to determine whether or not the remains are subject to a criminal investigation by local or federal authorities. The VA’s National Cemetery Administration will be notified and consulted if human remains are discovered within or adjacent to Wood National Cemetery.</p>
Historic Properties	<p>As part of the Section 106 consultation, appropriate measures to mitigate adverse effects on historic properties were discussed prior to identification of a preferred alternative. The Section 106 consulting parties were reluctant to discuss specific mitigation measures until a preferred alternative had been identified.</p> <p>Potential mitigation measures discussed to address the adverse effects on historic properties from the Double Deck alternative included:</p> <ul style="list-style-type: none"> For Calvary Cemetery and Story Hill Residential Historic District 2 and 3, visual screening that would minimize the view of the freeway. For the Soldiers’ Home NHL and National Register district, several mitigation measures were discussed, one of which would be for WisDOT/FHWA to fund improvements within the Soldiers’ Home NHL. <p>Under the At-grade alternative (preferred alternative), there would be no adverse effects on historic properties. The Programmatic Agreement is designed to insure there will be no adverse effects on historic properties.</p>

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Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
Archaeological Resources	The Programmatic Agreement includes stipulations regarding inadvertent discoveries during construction activities, as well as the discovery of human remains.
Recreational Resources/Public Use Lands	If 44 th Street is closed during construction, WisDOT and WDNR will develop a detour route for the Hank Aaron State Trail extension that follows 44 th Street. WisDOT will work with the City of Milwaukee to develop a detour route for the HAST if it is closed as a result of the 70 th Street bridge reconstruction. WisDOT would purchase a temporary easement from Milwaukee County in order to access Mitchell Boulevard within Mitchell Boulevard Park to reconstruct it. All sidewalks and landscaping along Mitchell Boulevard affected by the reconstruction would be restored.
Construction	<p>Noise</p> <p>To reduce the potential impact of construction noise, special WisDOT provisions would require operation of motorized equipment in compliance with all applicable local, state, and federal laws and regulations relating to noise levels permissible within and adjacent to the project construction site. All motorized construction equipment would be required to have mufflers constructed in accordance with the equipment manufacturer's specifications or a system of equivalent noise-reducing capacity. WisDOT would also require that mufflers and exhaust systems be maintained in good operating condition, free of leaks and holes. In addition, where possible, noise walls will be constructed prior to most mainline construction.</p> <p>Vibration</p> <p>WisDOT will coordinate with adjacent property owners prior to construction to determine if any buildings near construction areas are in poor structural condition. WisDOT will meet City of Milwaukee vibration ordinances.</p> <p>Air Quality</p> <p>Construction vehicle emission impacts could be mitigated through implementing and maintaining a comprehensive traffic control plan, enforcing emission standards for gasoline and diesel construction equipment, and stipulating that unnecessary idling and equipment operation is to be avoided.</p> <p>Several air-quality construction mitigation best practices are available to assist in reducing diesel emission impacts from construction equipment. Off-road diesel engines can contribute significantly to the levels of particulate matter and nitrogen oxides in the air. In recent years, USEPA has set emissions standards for engines used in most new construction equipment. However, construction equipment can last for a long time, and it may take several years before all equipment is furnished with engines that meet USEPA standards. To address this, WisDOT and FHWA can implement several strategies to reduce emissions from the older engines that are in operation today.</p> <p>Reducing pollutant emissions from older off-road diesel engines can occur through a variety of strategies, including the following: reducing idling, properly maintaining equipment, using cleaner fuel, and retrofitting diesel engines with diesel-emission control devices. By reducing unnecessary idling at the construction site, emissions will be reduced, and fuel will be saved. Proper maintenance of the diesel engine will also allow the engine to perform better and emit less pollution through burning fuel more efficiently. Switching to fuels that contain lower levels of sulfur reduces particulate matter. Using ultra-low sulfur diesel does not</p>

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Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
	<p>require equipment changes or modification. Using fuels that contain a lower level of sulfur also tends to increase the effectiveness of retrofit technologies. Retrofitting off-road construction equipment with diesel-emission control devices can reduce particulate matter, nitrogen oxides, carbon monoxide, or hydrocarbons, in addition to other air pollutants. Diesel particulate filters can be used to physically trap and oxidize particulate matter in the exhaust stream, and diesel oxidation catalysts can be used to oxidize pollutants in the exhaust stream.⁵ In the final design phase, WisDOT will consider including the measures on a voluntary or mandatory basis. USEPA's comments on the Draft EIS suggested several measures to reduce diesel emissions from construction equipment during construction. WisDOT will coordinate with DNR to consider these additional measures for inclusion in contract specifications. See Appendix E, letter E-10.</p> <p>Fugitive dust impacts generated by construction would be mitigated by standard dust control measures. The measures may include the frequent watering of construction sites that have large expanses of exposed soil, watering debris generated during the demolition of existing structures, washing construction vehicle tires before they leave construction sites, and securing and covering equipment and loose materials prior to travel.</p> <p>Dust control during construction would be accomplished in accordance with WisDOT's Standard Specifications for Road and Bridge Construction, which requires applying water or other dust control measures during grading and on haul roads. The location and operation of concrete batch plants would be in accordance with the Standard Specifications, and any special provisions developed during coordination with WDNR regarding air-quality standards and emissions. Any portable-material plants would be operated in accordance with WDNR air-quality requirements/guidelines. Demolition and disposal of residential or commercial buildings is regulated under WDNR's asbestos renovation and demolition requirements (Wisconsin Administrative Code, Chapter NR447).</p> <p>Traffic</p> <p>During the final design phase, WisDOT and FHWA would evaluate the diversion routes to determine if improvements to the routes are necessary. In addition to roadway improvements, signal timing modifications, temporary signals, parking restrictions, intersection improvements, incident management, and demand management options may be instituted during construction to ease potential congestion and delay.</p> <p>Freeway and local street lane closures would be staged to ease disruptions to the extent possible. Other mitigation measures may include the following:</p> <p>Encouraging people to use transit or carpool through advertising, temporarily reduced rates, additional routes, and expanded or new park-and-ride lots. As has been done with other large-scale projects in the Milwaukee area, WisDOT will fund additional transit routes, as warranted, to mitigate impacts to traffic within the project area during the construction phase of the project.</p> <p>Holding workshops to determine methods to reduce the effects of construction on area businesses, residents, commuters, community services, and special events.</p> <p>Implementing a community involvement plan to inform the public, including radio, internet, print, and television.</p>

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Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
	<p>Encouraging businesses to modify their work schedules and/or shipping schedules to avoid peak traffic hours.</p> <p>Improving detour routes and other routes due to increased traffic resulting from freeway construction.</p> <p>Water Quality/Erosion</p> <p>Appropriate techniques and best management practices, as described in the WisDOT Facilities Development Manual, would be employed to prevent erosion and to minimize siltation to environmentally sensitive resources in the project area. Erosion control devices would be installed before erosion-prone construction activities begin.</p> <p>WisDOT's construction contractor would use standard erosion control devices and best management practices to reduce and control the deposit of sediment into environmentally sensitive resources before erosion-prone construction begins. The construction contractor would be required to prepare an erosion control implementation plan that includes all erosion control commitments made by WisDOT while planning and designing the project. The construction plans and contract special provisions must include the specific erosion control measures agreed on by WisDOT in consultation with WDNR. WDNR will review the Erosion Control Implementation Plan.⁶ The following measures may be used during construction:</p> <ul style="list-style-type: none"> • Minimizing the amount of land exposed at one time • Silt fencing • Sedimentation traps • Dust abatement • Turbidity barriers • Street sweeping • Inlet protection barriers • Temporary seeding • Erosion mats • Ditch or slope sodding • Seeding and mulching exposed soils <p>Under revisions to the WisDOT/WDNR Cooperative Agreement, Memorandum of Understanding on Erosion Control and Stormwater Management, following construction, disturbed land would be re-seeded with a mix of fast-growing grasses. Drainage systems would be maintained, restored, or re-established in a manner that would not impound water.</p> <p>Additional impact mitigation techniques during construction would include the following, as needed, at a particular location:</p> <ul style="list-style-type: none"> • If dewatering is required, dirty water would be pumped into a stilling, or settling, basin before it is allowed to re-enter a stream.

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Summary of Mitigation Measures

Resource	Measures to Mitigate Adverse Effects
	<ul style="list-style-type: none"> • Trenched-in erosion bales would be installed in areas of moderate velocity runoff; clean-aggregate ditch checks would be installed in ditches with moderate- to high-velocity runoff during and after construction; and ditches would be protected with erosion bales and matting in conjunction with seeding. • Storing and fueling construction equipment would be done in upland areas, away from environmentally sensitive areas. Accidental spills during refueling at construction sites or as a result of an accident involving hazardous material haulers would be handled in accordance with local government response procedures. First response would be through local fire departments and emergency service personnel to ensure public safety and to contain immediate threats to the environment. Depending on the nature of the spill, WDNR would then be notified to provide additional instructions regarding cleanup and restoration of any affected resources. The cost of cleanup operations is the responsibility of the contractor or carrier involved in the spill. Further, WisDOT's Standard Specifications state that public safety and environmental protection measures shall be enforced by the construction contractor. • Contractors would be required to follow WDNR guidelines for ensuring that construction equipment used in or near waterways is adequately decontaminated for zebra mussels and plant exotics, including purple loosestrife and Eurasian milfoil.
	<p><i>Material Source/Disposal Sites</i></p> <p>If any material sources are necessary to construct the project, appropriate erosion control measures would be applied to these sites during and following construction, and following use, such sites would be properly seeded, mulched, and protected from erosion.</p> <p>Any portable materials plants would be properly treated to prevent erosion, and WDNR would be able to review site plans, including any gravel-washing operations, high-capacity wells, and site closure/restoration.</p>

Appendix G

Summary of Potential Impacts and Mitigation for I-94 East-West Corridor Modernization Alternatives

TABLE G-1
Summary of Potential Impacts and Mitigation for I-94 East-West Corridor Modernization Alternatives

Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Land Use	<p>Converts 22 acres of land to transportation use (13 acres are for Washington St. extension and local intersection improvements)</p> <p>Conforms to local and regional plans. In September 2015 SEWRPC amended the regional plan to include a half interchange at Hawley Road and moving the Mitchell Blvd interchange to the Stadium Interchange.</p>	<p>Converts 20 acres of land to transportation use (13 acres are for Washington St. extension and local intersection improvements)</p> <p>Does not conform to local and regional plans. Regional plan would need to be amended to account for no interchange at Hawley Road.</p>	<p>Converts 13 acres of land to transportation use</p> <p>Conforms to local and regional plans</p>	<p>Converts 47 acres of land to transportation use (requires an additional 4 acres for replacement substation location)</p> <p>Conforms to local and regional plans</p>	<p>Converts 49 acres of land to transportation use (requires an additional 4 acres for replacement substation location)</p> <p>Conforms to local and regional plans</p>	<p>No mitigation required. Property acquisition would be fairly compensated for residences Compensation per Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended [Uniform Act].</p>	<p>No adverse impacts of converting land to transportation use. No additional analysis is warranted.</p>
Transportation – Highway Traffic and Operational Characteristics	<p>Improves I-94 traffic operations to acceptable level of service D or better in project’s design year (2040).</p> <p>Half interchange at Hawley Road diverts some traffic to parallel local routes.</p>	<p>Only alternative to not reach level of service D threshold. Eastbound I-94 from 68th Street entrance ramp to exit ramp for US 41/Miller Park Way operates at LOS E in afternoon peak hour in design year (2040). Amongst Modernization alternatives, diverts most traffic to local roads.</p>	<p>I-94 operates at level of service C to D in morning and afternoon peak periods.</p>	<p>I-94 operates at level of service C to D in morning and afternoon peak periods.</p>	<p>I-94 operates at level of service C to D in morning and afternoon peak periods.</p>	<p>Improvements to three local road interchanges to improve road operations at 70th St and Greenfield Ave, National Ave and Greenfield Ave, and Miller Park Way and National Ave.</p> <p>Improvements include improving traffic signals, restriping lane configuration and addition of turn lanes at Miller Park Way/National Avenue intersection.</p>	<p>Beneficial effects. No adverse impacts. No additional analysis is warranted.</p>

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Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Freeway Access Changes	<p>No I-94 access at Hawley Road to and from the east, removing access point for residences and businesses from the east.</p> <p>Mitchell Boulevard interchange access moved 0.5 mile east to new local road interchange within Stadium Interchange.</p>	<p>Elimination of Hawley Road interchange, removing access point for residences and businesses.</p> <p>Mitchell Boulevard interchange access moved 0.5 mile east to new local road interchange within Stadium Interchange.</p>	<p>Mitchell Boulevard interchange access moved 0.5 mile east to new local road interchange within Stadium Interchange.</p>	<p>No access between northbound US 41/Miller Park Way and Wisconsin Ave. Access to Wisconsin Ave from I-94 remains.</p> <p>No Access to/from 35th Street and US 41/Miller Park Way</p>	<p>New ramp configuration at 27th Street interchange with all interchange ramps connecting directly to 27th Street.</p> <p>No access between northbound US 41/Miller Park Way and Wisconsin Ave. Access to Wisconsin Ave from I-94 remains.</p> <p>No Access to/from 35th Street and US 41/Miller Park Way</p>	<p>The extension of Washington Street makes it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange to access I-94.</p> <p>There are adequate alternative routes and interchanges within 1/2 mile of Hawley Road, providing access to businesses and residences.</p> <p>Mitchell Boulevard access is replaced by a new local road interchange 0.5 mile to the east.</p> <p>The preferred alternative provides a half interchange at Hawley Road where the At-grade alternative with no Hawley Road interchange provided no access at Hawley Road.</p>	<p>Short-term adverse impacts at Hawley Road for some businesses and services. High and adverse effects not disproportionately borne by minority and/or low-income population.</p>
Safety	<p>23 percent fewer crashes on I-94 than Replace-in-Kind. When including crashes on ramps and local roads, would have less crashes than At-grade alternative with no Hawley Road interchange but more crashes than Double Deck alternative.</p> <p>Narrow lanes and shoulders can also lead to a decrease in level of service and safety.</p>	<p>29 percent fewer crashes on I-94 than Replace-in-Kind. When including crashes on ramps and local roads, would have more crashes than both the At-grade alternative with half interchange at Hawley Road and Double Deck alternative.</p> <p>Narrow lanes and shoulders can also lead to a decrease in level of service and safety.</p>	<p>14 percent fewer crashes on I-94 than Replace-in-Kind. When including crashes on ramps and local roads, would have less crashes than the At-grade alternative options</p>	<p>28 percent fewer crashes on I-94 than Replace-in-Kind</p>	<p>29 percent fewer crashes on I-94 than Replace-in-Kind</p>	<p>No mitigation is required.</p>	<p>Beneficial effects. No additional analysis is warranted.</p>



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Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Pedestrian/Bicycle	Existing pedestrian and bicycle access along the study corridor would remain under the preferred alternative, and access would be added or improved in certain locations as part of FHWA’s Complete Streets.	Existing pedestrian and bicycle access along the study corridor would remain and access would be added or improved in certain locations as part of FHWA’s Complete Streets.	Existing pedestrian and bicycle access along the study corridor would remain and access would be added or improved in certain locations as part of FHWA’s Complete Streets.	Existing pedestrian and bicycle access along the study corridor would remain under the preferred alternative, and access would be added or improved in certain locations as part of FHWA’s Complete Streets.	Existing pedestrian and bicycle access along the study corridor would remain and access would be added or improved in certain locations as part of FHWA’s Complete Streets.	No mitigation is required.	Beneficial effects. No additional analysis is warranted.
Residential Development	Displaces 5 residences: 4 single-family residences and 1 apartment above a business	Displaces 4 single family residences.	Displaces 10 residences: 9 single-family residences and 1 apartment above a business	Displaces 3 residences: 1 apartment above a vacant retail unit and 1 duplex.	Displaces 3 residences: 1 apartment above a vacant retail unit and 1 duplex.	Compensation for residences Compensation per Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended [Uniform Act]. Relocation assistance is available.	Short term adverse impacts. High and adverse impacts not disproportionately borne by minority and/or low-income population.
Commercial and Industrial Development	Property acquisition and relocation of 2 businesses. Reduced access to/from I-94 at Hawley Road could impact businesses.	Property acquisition and relocation of 1 business. Reduced access to/from I-94 at Hawley Road could impact businesses.	Property acquisition and relocation of 2 businesses. Would require an extra year to construct.	Property acquisition and relocation of 8 businesses (and 2 vacant business parcels).	Property acquisition and relocation of 6 businesses (and 2 vacant business parcels).	Compensation for commercial and industrial acquisition per Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended [Uniform Act]. Relocation assistance is available. WisDOT would construct some off-interstate improvements to mitigate the traffic impacts of partially closing the Hawley Road interchange. These improvements are extending Washington Street to make it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange and improvements at three local road intersections to improve local road operations under the partial closure of the Hawley Road interchange.	Short term adverse impacts. High and adverse impacts not disproportionately borne by minority and/or low-income population.

TABLE G-1
Summary of Potential Impacts and Mitigation for I-94 East-West Corridor Modernization Alternatives

Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Institutional and Public Services	<p>Half interchange at Hawley Road would change how some people access the VA Campus and Hunger Task Force and how vehicles from these location access I-94.</p> <p>The moving of the Mitchell Boulevard interchange would change how some people access Miller Park.</p> <p>Relocation of WisDOT Southeast Region Service Facility.</p> <p>Narrow shoulders and lanes may impact access for emergency vehicles traveling through cemetery area.</p>	<p>No interchange at Hawley Road would change how some people access the VA Campus and Hunger Task Force and how vehicles from these location access I-94.</p> <p>The moving of the Mitchell Boulevard interchange would change how some people access Miller Park.</p> <p>Relocation of WisDOT Southeast Region Service Facility.</p> <p>Narrow shoulders and lanes may impact access for emergency vehicles traveling through cemetery area.</p>	<p>Double Deck structure would result in visual impact to Wood National Cemetery.</p> <p>Would reduce visibility of Hunger Task Force’s variable message sign.</p>	<p>Acquires land from Miller Park parking lots.</p>	<p>Acquires land from Miller Park parking lots.</p>	<p>WisDOT and FHWA would compensate property owners for any land acquired.</p> <p>Elimination of some parking from the Miller Park parking lots could be mitigated through the construction of parking structures on site or building more of the proposed roadways over the parking lots on structure (bridges) to provide for parking under the bridges</p> <p>The Washington Street extension would mitigate the traffic impacts on institutions (VA, Hunger Task Force, emergency services) of partially closing the Hawley Road interchange by making it easier for drivers in the Hawley Road corridor to access the 68th Street/70th Street interchange. Connecting 70th Street to Hawley Road/60th Street via Washington Street would provide convenient access to and from Hawley Road from the 68th/70th Street interchange for traffic that would no longer be able to enter I-94 eastbound or exit from I-94 westbound at Hawley Road.</p> <p>Construction of new WisDOT Service Facility in Milwaukee.</p>	<p>Short-term adverse effects at Hawley Road for some businesses and services. High and adverse impacts not disproportionately borne by minority and/or low-income population.</p>
Neighborhood and Community Cohesion/Socioeconomic	<p>No division of neighborhoods. Property acquisition does not require community facilities.</p>	<p>No division of neighborhoods. Property acquisition does not require community facilities.</p>	<p>No division of neighborhoods. Property acquisition does not require community facilities.</p>	<p>No division of neighborhoods. Property acquisition does not require community facilities.</p>	<p>No division of neighborhoods. Property acquisition does not require community facilities.</p>	<p>No additional mitigation is required.</p>	<p>No adverse impacts anticipated. No additional analysis is warranted.</p>



TABLE G-1
Summary of Potential Impacts and Mitigation for I-94 East-West Corridor Modernization Alternatives

Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Visual	Would not lower visual quality as it would resemble current freeway facility. Washington Street extension would have minimal visual impacts.	Would not lower visual quality as it would resemble current freeway facility. Washington Street extension would have minimal visual impacts.	Lower visual quality, including blocking views from and between the cemeteries and from Story Hill neighborhood	Would not lower visual quality as it would resemble current freeway facility.	Would not lower visual quality as it would resemble current freeway facility.	The At-grade alternative minimizes the visual impact of the project in the west segment.	No adverse impacts anticipated. No additional analysis is warranted.
Surface Water and Fishery	Increasing impervious surface results in higher stormwater peak flows.	Increasing impervious surface results in higher stormwater peak flows.	Increasing impervious surface results in higher stormwater peak flows.	Increasing impervious surface results in higher stormwater peak flows. Stadium Interchange would result in new bridges over the Menomonee River.	Increasing impervious surface results in higher stormwater peak flows. Stadium Interchange would result in new bridges over the Menomonee River.	BMPs such as stormwater detention, filters, swales, and in-line storage will be use to collect and store the runoff, reducing the peak flow of discharge to the Menomonee River. No additional mitigation measures required.	No adverse impacts anticipated. No additional analysis is warranted.
Noise	Based on noise modeling, noise would exceed thresholds for sensitive receptors for 116 noise receptors (Washington Street extension impacts an additional 97 receptors).	Based on noise modeling, noise would exceed thresholds for sensitive receptors for 130 noise receptors (Washington Street extension impacts an additional 97 receptors).	Based on noise modeling, noise would exceed thresholds for sensitive receptors for 98 (all up)/110 (partially down) noise receptors.	Based on noise modeling, noise would exceed thresholds for sensitive receptors for 61 noise receptors.	Based on noise modeling, noise would exceed thresholds for sensitive receptors for 83 noise receptors.	Where feasible and reasonable per existing WisDOT policy, noise barriers would be constructed in areas where residences are adjacent to I-94.	Potential adverse noise impacts. High and adverse impacts not disproportionately borne by minority and/or low-income population.
Air Quality	Based on the air quality analyses completed for the proposed improvements, this project will not contribute to any violation of the NAAQS. MSAT emissions will decrease and neither CO nor PM2.5 levels will exceed the air quality standards.	Based on the air quality analyses completed for the proposed improvements, this project will not contribute to any violation of the NAAQS. MSAT emissions will decrease and neither CO nor PM2.5 levels will exceed the air quality standards.	Based on the air quality analyses completed for the proposed improvements, this project will not contribute to any violation of the NAAQS. MSAT emissions will decrease and neither CO nor PM2.5 levels will exceed the air quality standards.	Based on the air quality analyses completed for the proposed improvements, this project will not contribute to any violation of the NAAQS. MSAT emissions will decrease and neither CO nor PM2.5 levels will exceed the air quality standards.	Based on the air quality analyses completed for the proposed improvements, this project will not contribute to any violation of the NAAQS. MSAT emissions will decrease and neither CO nor PM2.5 levels will exceed the air quality standards.	No mitigation is required.	Beneficial effects. No additional analysis is warranted.
Hazardous Materials	4 sites may require further investigation prior to construction. (Washington Street and local road intersection improvements result in an additional 17 sites that may require further investigation prior to construction.)	4 sites may require further investigation prior to construction. (Washington Street and local road intersection improvements result in an additional 17 sites that may require further investigation prior to construction.)	3 sites may require further investigation prior to construction. Bridges to be removed may contain asbestos.	38 sites may require further investigation prior to construction. Bridges to be removed may contain asbestos.	47 sites may require further investigation prior to construction. Bridges to be removed may contain asbestos.	WisDOT will develop remediation measures for contaminated sites that cannot be avoided. Special provision 203-005, bid item 203.0210s will be included in the construction plans to address asbestos abatement.	Beneficial effects. No additional analysis is warranted.

TABLE G-1
Summary of Potential Impacts and Mitigation for I-94 East-West Corridor Modernization Alternatives

Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
	Bridges to be removed may contain asbestos.	Bridges to be removed may contain asbestos.					
Historic Properties	The At-grade alternative would have No Adverse Effect on historic properties.	The At-grade alternative would have No Adverse Effect on historic properties.	Would have Adverse Effect on Soldiers’ Home NHL and Historic District and Calvary Cemetery. Would have potential Adverse Effect on Story Hill Residential Historic District 2 and 3.	No Adverse Effect on historic properties.	No Adverse Effect on historic properties.	At-grade alternative carried forward due to No Adverse Effect on historic properties. Appropriate measures to minimize harm to historic properties have been discussed as part of the Section 106 consultation process and through the development of the Programmatic Agreement. As part of the project, a low wall would be constructed adjacent to Wood National Cemetery on the south side of I-94 within WisDOT right-of-way. As stipulated in the Programmatic Agreement, additional consultation will also consider the need for a similar low wall on the north side of I-94 within WisDOT right-of-way.	No adverse impacts anticipated. No additional analysis is warranted.



TABLE G-1
Summary of Potential Impacts and Mitigation for I-94 East-West Corridor Modernization Alternatives

Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Recreational Resources/Public Use Land	<p>Potential short-term closure of HAST at 70th Street during construction.</p> <p>There is potential for a noise barrier to be constructed near Story Hill Residential Historic District 2 and 3. The current concept for a noise barrier would be to place the barrier along the south side of Story Parkway. At this time, a vote on the noise barrier by Story Hill residents will be held at an undetermined date after Final EIS approval.</p> <p>Mitchell Boulevard would be reconstructed in the south end of Mitchell Boulevard Park. The road would stay within its existing footprint and no right-of-way acquisition from Milwaukee County would be required.</p> <p>Potential short-term closure of HAST at 70th Street during construction.</p>	<p>Potential short-term closure of HAST at 70th Street during construction.</p> <p>Mitchell Boulevard would be reconstructed in the south end of Mitchell Boulevard Park. The road would stay within its existing footprint and no right-of-way acquisition from Milwaukee County would be required.</p> <p>Potential short-term closure of HAST at 70th Street during construction.</p>	No impact.	Potential short-term closure of HAST along 44 th Street during construction.	Potential short-term closure of HAST along 44th Street during construction.	<p>Develop a detour route for the HAST extension that follows 44th Street. WisDOT will work with the City of Milwaukee to develop a detour route for the HAST if it is closed as a result of the 70th Street bridge reconstruction.</p> <p>WisDOT will work with the City of Milwaukee to develop a detour route for the HAST if it is closed as a result of the 70th Street bridge reconstruction.</p> <p>WisDOT would purchase a temporary easement from Milwaukee County in order to access Mitchell Boulevard to reconstruct it. All sidewalks and landscaping along Mitchell Boulevard affected by the reconstruction would be restored.</p> <p>All sidewalks and landscaping would be restored.</p>	No adverse impacts. No additional analysis required.

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Analysis Element	West Segment Impact			East Segment Impact		Mitigation Measures	Adverse Impacts of the Preferred Alternative to be Reviews Further
	At-grade with half-interchange at Hawley Rd. (PREFERRED ALTERNATIVE)	At-grade with no Hawley Rd. interchange	Double Deck (all up and partially down options)	On-alignment (PREFERRED ALTERNATIVE)	Off-alignment		
Construction	<p>Beneficial economic effects from expending \$1.16 billion (year of construction dollars) in the form of jobs, increase in local expenditures on materials and services.</p> <p>Noise, Emissions, and Dust from equipment; demolition and construction; vibration; traffic and transit diversions; pedestrian and bicycle detours from construction zones; erosion and siltation; material sources and disposal of demolition waste.</p>	<p>Beneficial economic effects construction in the form of jobs, increase in local expenditures on materials and services.</p> <p>Noise, Emissions, and Dust from equipment; demolition and construction; vibration; traffic and transit diversions; pedestrian and bicycle detours from construction zones; erosion and siltation; material sources and disposal of demolition waste.</p>	<p>Beneficial economic effects from construction in the form of jobs, increase in local expenditures on materials and services.</p> <p>Noise, Emissions, and Dust from equipment; demolition and construction; vibration; traffic and transit diversions; pedestrian and bicycle detours from construction zones; erosion and siltation; material sources and disposal of demolition waste.</p>	<p>Beneficial economic effects from expending \$1.16 billion (year of construction dollars) in the form of jobs, increase in local expenditures on materials and services.</p> <p>Noise, Emissions, and Dust from equipment; demolition and construction; vibration; traffic and transit diversions; pedestrian and bicycle detours from construction zones; erosion and siltation; material sources and disposal of demolition waste.</p>	<p>Beneficial economic effects from construction in the form of jobs, increase in local expenditures on materials and services.</p> <p>Noise, Emissions, and Dust from equipment; demolition and construction; vibration; traffic and transit diversions; pedestrian and bicycle detours from construction zones; erosion and siltation; material sources and disposal of demolition waste.</p>	<p>Dust control during construction would be accomplished in accordance with WisDOT’s <i>Standard Specifications for Road and Bridge Construction</i> (WisDOT 2012)</p> <p>Transportation demand management in addition to modifying staging to reduce diversions and road closures. WisDOT has committed to using traffic mitigation funding before and during construction of the I-94 East-West corridor to invest in local intersection infrastructure. The intent of this investment is to incrementally implement BRT so that a sustainable BRT system is developed and available as a transportation option during I-94 construction.</p> <p>Modifying detour routes – such as removing parking short-term to increase capacity.</p> <p>BMPs for water quality and soil erosion consistent with WDNR guidelines</p>	<p>Beneficial effects and short-term adverse impacts even after implementing best management practices and mitigation measures. High and adverse impacts not disproportionately borne by minority and/or low-income population.</p>

